



RSA TRANSITIONS...

Building a rehabilitation culture

Rachel O'Brien
John Marshall
Roland Karthaus

2014

www.thersa.org

RSA

21st century enlightenment

Contents

| | |
|---------------------------------------|-----------|
| Acknowledgements | 3 |
| Foreword | 6 |
| 1. Summary | 9 |
| 2. Background and context | 16 |
| 3. The Transitions model | 23 |
| 4. Rehabilitation capital and culture | 27 |
| 5. Space for change? | 33 |
| 6. Transitions Humber | 36 |



Acknowledgements

RSA Transitions has been a collaboration from its inception and could not have developed without very many others. However, the views expressed here – and any errors – are the responsibility of the authors alone.

We are grateful to the Esmée Fairbairn Foundation, the Tudor Trust and the Garfield Weston Foundation for their vital funding support. We would like also to thank Fellows, who through their donations and participation make the RSA the organisation it is. In particular, we would like to thank those who attended the dinner in 2012 to mark the re-opening of the RSA's Great Room, and to the RSA's President, HRH Princess Anne, for hosting this event, the proceeds of which came to Transitions.

The RSA has a proud history of supporting innovation and creating new institutions. It takes a particular kind of organisation to take on such a venture when the outcome is potentially as uncertain as it is important. We are grateful to the executive team and Trustee Board for backing such a complex and ambitious project in what is a controversial area of policy. Steve Broome, the RSA's Director of Research, has been an invaluable advisor and friend throughout, and Rowan Conway and Janet Hawken have helped to distill a complex project into this report.

There is a small group of Fellows who have been part of Transitions from the start: Philip Emery, Doug Hook, Robert Morrall and John Podmore. This project is as much theirs as ours; we are grateful to them for helping us to shape the idea and, subsequently, for bringing their expertise and insights to the advisory panel. Thank you to David Archer, Lord Best, Nina Bolognesi, Kath Dalmeny, Shadd Maruna and Hugh Rolo who also agreed to join the panel. Together, this group has asked the difficult questions at the right time, provided support when we needed it and all without ever losing enthusiasm. A number of national organisations have helped us to draw on innovation elsewhere: in particular John Sargent and Peter Mitchell of Ideas Mine, and Conal Devitt of TGL TV.

In Yorkshire there are too many people to thank individually. There are some whose

input requires a mention: Matthew Grove, the Humberside Police and Crime Commissioner (PCC) for launching the project and his deputy, Paul Robinson; Kevin Sharp and the rest of the PCC team for their continued support; Lord Haskins, Chair of the Humber Local Enterprise Partnership (LEP); Robbie Walker-Brown of the Humberside Criminal Justice Board; Peter Wright, Kate Munson and Ian Ware of the Humberside Probation Trust; Bev Callery of the Lincolnshire Probation Trust; Tony Margetts, Carl Duck, Alan Menzies and Paul Bellotti of East Riding Council; Steve Brooks of NHS England; Dougie Dunsmore-Dawson of RAPt (Rehabilitation for Addicted Prisoners Trust) and his inspirational graduates; Mary Devane of Her Majesty's Prison Service; Sue Walton and Rachel Cook of the Manchester College; Ian Smith from the Gelder Group; Geoff Ogden and Paul Cheeseman of the Tribune Trust; the Charlie Spencer Group; Lynne Richardson of Hull College; Councillor Jackie Cracknell; Libby Goodacre from the Royal Horticultural Society; Terry Smithson from the Yorkshire Wildlife Trust; Pippa Robson and Kath Jones of the North Bank Forum; and Jackie Goodman, from Hull School of Art and Design, Hull College. We are grateful to the local communities of Beck Road estate, North and South Cave for their patience and input, and to the parish councillors who represent them.

The Transitions team started with a core team of Caroline Dykes (seconded from HMP Humber) and Muktar and Akhtar (who when employed by us were serving prisoners). They have not just worked extremely hard under pressure but have made the office a really good place to be. We would like to thank those who have joined us since as staff or as volunteers: Lynn Benton, Dee and Tim Bloom, Nick Butler, Jonathan Hall, Leanne Cable, Catherine Hoyes, Annette Hurley, Amy Marin, Karen Roberts, Bethany and Steve Skinner, Alan and Susan Whitehead and Adam Wright.

Our surveyors, Alistair Russell of Ian Sayer & Co and Byron Phelps have helped us to understand the buildings and land we have to work with and the costs of bringing these back into use. They

have managed to bring to life their potential. We are grateful to Martin Coates and the MoJ's estates team for their advice and input.

Finally, we would like to thank all the staff and prisoners of HMP Humber, who have helped us despite facing years of uncertainty, significant changes in the policy landscape and having to respond to cuts in resources. We have added to people's daily pressures and asked endless questions; staff and prisoners have welcomed us and we have benefitted enormously from their insights and ideas. We are grateful to those who took part in workshops and surveys and to the group of officers and prisoners who helped us to set up the office; this has provided us with the information we need and a nice space in which to digest it.

We are grateful to Amy Rice and Paul Baker (Deputy Director and acting Deputy Director of Custody for Yorkshire and Humberside); to HMP Humber's Senior Management Board and the staff who have worked with us: Matt Ashcroft, John Ballantyne, Rob and Steve Cable, Steve Coffield, Mick Davy, Jim Dunn, Paul Foster, Dave Gillett, Phil Goldsmith, Tina Inverarity, Sarah James, Tarryn Ledgard, Sarah Newell, Ian Nickolay and Jenny Pugh. Thanks in particular to Barry Halls, Lee Scholes and Steve Shackleton for all they have done. The team has had the benefit of working closely with prison officers Jason Dean and Mel

Page who have proved invaluable in helping us to understand the prison. We are indebted to Jennifer Fleming for her efficiency and unshakeable positivity.

None of our work would have been possible without Governor (and RSA Fellow) Ed Cornmell. We are incredibly grateful to him for bringing us to East Yorkshire, for always responding to our demands with flexibility and a great deal of patience. But most of all for his commitment to rehabilitation, and his ethical and practical vision. This has helped us to keep the faith and understand how Transitions could not just work with the prison but become part of a wider strategy to strengthen a culture of rehabilitation.

Transitions emerged from earlier RSA work, which highlighted the frustration and powerlessness that many service users and practitioners felt about the policy debate surrounding criminal justice services. Our approach seeks to influence national policy through developing a model co-designed with service users, frontline practitioners and local communities. We have been struck by people's willingness to participate and the breadth and depth of ideas and knowledge. These have shaped the project to date and we hope Transitions will become an initiative that engenders in people a sense of pride and ownership.



Foreword

Since we embarked on RSA Transitions, I have on occasions been met with responses that amount to: ‘yes, sounds great, but why the RSA?’ The question is a reasonable and important one, not just for me as Chief Executive, and for funders and partners, but also because the answer demonstrates the extent to which this project speaks to the RSA’s distinct approach to the major social challenges we all face. Transitions has developed alongside a strategic review aimed at refining the RSA’s central idea of how it sees itself, the world and the future: the Power to Create.¹ Underpinning this is the notion that by unleashing the deep desire of billions to turn their ideas into reality we will not only stand a better chance of solving our biggest problems but will become a more fulfilled and happier species in the process.

Our perspective starts from the simple insight that meeting these challenges will mean that not just policies and practices but people will need to change. To close the gap between our collective social aspirations and the trajectory on which current ways of thinking and acting place us, we will need to develop a new model of 21st century citizenship. In short, we need citizens who are more engaged, resourceful and pro-social. Engaged, not just participating in decision-making but recognising our own responsibility and role in forging social progress. Resourceful, not just better at meeting our own needs but more creative, enterprising and entrepreneurial in generating new solutions and forms of economic activity. Pro-social, not just obeying the law but also contributing to collective wellbeing through volunteering, philanthropy and a positive attitude to our fellow citizens.

The RSA’s focus is resolutely on the individual – their capabilities and their responsibilities – and the need for citizens to be ‘the kind of people who can create the future they say they want’. We see individual dispositions as reflecting more complex and often competing instincts and aspirations, and believe that the key to releasing human capability

often lies in the social networks and institutional settings that shape our norms and expectations, and through which we pursue our goals. I believe that what we are trying to do with Transitions speaks to these insights.

The people who end up in prison are often those with the least ability to live the lives they wish to or to contribute to the greater good. Increasing their ability to do so is critical to their wellbeing, to their families, public safety and spending. In exploring this, Transitions builds on the RSA’s past work, including its Commission on 2020 Public Services.² This concluded that more public investment should be evaluated in terms of a ‘social productivity test’: whether it builds individual and community engagement, resilience and reciprocity. It argued for a greater focus on demand management, preventative and innovative services, and devolving decision-making or co-creating services with local areas and local people. This speaks to the RSA’s organisational model and mission: to understand and develop policies, institutions and new ways of working that untap the potential collective power of citizens to create their own solutions. Embedded in this thinking is the question of how public services innovate and the role that service users, employees and communities can play.

Transitions draws upon the RSA’s Whole Person Recovery work, which seeks to significantly improve recovery outcomes for people experiencing substance misuse problems and to influence policy to this end. The emerging theory of ‘recovery capital’ provides a more holistic foundation on which to develop collective strategies that can spark and sustain recovery. We have explored such an approach in relation to rehabilitation and desistance from crime. Transitions is designed to understand the institutional and wider community context in which rehabilitation takes place. In seeking to provide a transitional space between the closed system of prison and the community, it emphasises the need for individual transformation and for more of us to be involved in the business of rehabilitation.

The RSA's independence, multi-disciplinary approach and pragmatism is well suited to exploring policy, like criminal justice – an area of considerable complexity – that gets bogged down by simplistic arguments, controversy and polemic. Transitions aims to close the gap between what we say we want (less crime and money wasted, more rehabilitation) and our resistance to change.

Our feasibility study set out to assess whether we can create Transitions in practice. The ultimate test will be whether this approach changes the behaviour of the people it works with and reduces reoffending. If it succeeds in proving that better connecting prisons and prisoners to the wider networks and resources they need improves public safety, and that the model is replicable, we hope Transitions will help to build the political capital and leadership needed for governments to pursue what works.

Matthew Taylor, Chief Executive, RSA



1. Summary

“A calm and dispassionate recognition of the rights of the accused against the state, and even of convicted criminals against the state, a constant heart-searching by all charged with the duty of punishment, a desire and eagerness to rehabilitate in the world of industry all those who have paid their dues in the hard coinage of punishment, tireless efforts towards the discovery of curative and regenerating processes, and an unfaltering faith that there is a treasure, if you can only find it, in the heart of every man, these are the symbols which in the treatment of crime and criminals mark and measure the stored-up strength of a nation...”

Winston Churchill, 20 July 1910

Does prison work?

The prison system has three core functions – to punish, to protect and to rehabilitate – which it is charged with undertaking in a humane and transparent manner. Prisons serve well their basic function of incarcerating offenders, implementing the punishment handed down by courts. Indeed, the prison population in England and Wales has grown in the last 20 years, from around 44,000 in 1993, to over 84,697 people on 25 April 2014.³ The Government has announced plans to extend the capacity of the prison estate by 9,500 places (to 96,000).

The prison system’s role of protecting the public is in part met through giving communities respite for a period of time. But just as the prison population has grown, so has the recognition that too often the system acts as a revolving door; calling into question how successful our current approach is in delivering longer-term public protection and rehabilitation.

According to the Ministry of Justice (MoJ), the proven re-offending rate for adult offenders released from custody between July 2011 and June 2012 was 46 percent, a fall of four percentage

points since 2000.⁴ Adults who served sentences of less than 12 months re-offended at a rate of 58 percent compared to 34 percent for those who served sentences of 12 months or more. Since 2005, the overall rate for those released from custody has remained relatively stable at around 46 percent to 50 percent.⁵

These figures are brought into relief by the costs of reoffending, which are estimated to be between £7–10bn a year.⁶ While the prison population rose marginally between 2011/12 and 2012/13 (by around one percent), the average cost per prisoner per year was reduced marginally (by around two percent) but still stands at £34,766.⁷ This average masks considerable variations and in part reflects the round the clock nature of incarceration as well as the range of issues that services need to address.

There is a high correlation between national levels of inequality and the percentage of the population incarcerated, and those people who spend time in custody are by no means made up of a cross section of the population.⁸ While those who end up in prison are not a homogeneous group, they are more likely to experience (before

and after custody) poverty, unemployment, homelessness, mental health issues, substance misuse and difficult family backgrounds. These multiple needs are reflected in the National Offender Management Service's (NOMS) seven pathways of intervention (see page 27). They highlight the need for a 'whole person' approach based on people's range of needs and capabilities and a whole system approach designed around this. This of course underlines the importance of tackling the wider contributing factors that lie beyond the gift of justice services; prevention is always better than cure.

However, sending someone to prison is not the end of a process but one of a series of potential interventions that can either help or hinder rehabilitation. This may seem obvious but there is not consensus on this issue. There are those who believe that prison almost always increases levels of reoffending and who would like to see a reduction in the use of custody and an end to short sentences. Others are less interested in rehabilitation and are more focused on deterrent effects and removal, arguing for more frequent use of custody, longer sentences and harsher conditions.

The RSA did not set out to address these debates directly. However, three assumptions underlie our work. First, that the stubbornly high level of reoffending is not inevitable, and that making further headway in reducing the number of victims of crime requires a stronger emphasis on rehabilitation. Second, and here we echo Churchill's sentiments, that the grave responsibility given to the state in meting out punishment through removing someone from society, places on that society – beyond the state – a duty to maintain the 'heart searching', the desire and eagerness to rehabilitate. Third, that the removal of people from their community is the punishment and it is in all of our interests to focus our attention on the question of how we want the 80,000 people who leave prison each year to emerge.

A 21st century prison

With these assumptions in mind, in 2010 the RSA began working with a group of Fellows with expertise in criminal justice and social enterprise. We started with a single question: given the stubbornly high levels of reoffending in the UK and what was then an emerging government narrative around a 'rehabilitation revolution',⁹ was there

a space for new approaches? Our aim was not to produce (another) critique of the prison system with a list of policy recommendations for government. Rather it was to look at what seemed to be working and bring together people's knowledge and ideas with the aim of setting out a 'vision for the 21st century prison'.

This work resulted in the 2011 RSA pamphlet *Transitions*.¹⁰ It argued that within the prison and wider justice system there were pockets of innovation that seemed to be securing good outcomes by focusing on prisoners' capacities, not only their deficits, by utilising technology in learning and social enterprise approaches to skills and work, and by engaging the wider community, prisoners, officers and ex-offenders in design and delivery. The report identified three related challenges:

1. While there is some data and a broad consensus about some of the types of interventions that work best – helping prisoners to secure employment and maintain relationships with family, for example – the evidence base on impact on reoffending levels remained patchy, leaving funders and commissioners unable to compare the value added by individual interventions and the public without faith in what works.
2. The yawning gap between people's concern about crime, our rapacious consumption of crime fiction and frightening headlines, and the realities of the often more mundane, opaque and complex nature of the justice system.
3. The fragility of those (largely uncelebrated) pockets of innovation, which often depended upon an enlightened partner, a (short-term) funder, or on an individual prison governor or officer 'going the extra mile'.

These factors combined suggested that there was little prospect for the systemic changes needed.

Space for change

Transitions set out a vision that we believed could build on innovation within the system and begin to address these challenges. In developing this, we emphasised the advantages of bringing the

public closer to the realities of the prison system. We argued that there were lessons to be learnt from other public services and the evidence that suggests that engaging service users and communities in creating, designing and delivering services could result in better outcomes. In part, our argument was one of political capital; that improved understanding could help to counter the polemic that characterises debate about crime and punishment. This in turn could provide more ‘space’ for policymakers to adopt approaches that work and curb the tendency to react to the latest bad headline.

The RSA welcomed the Government’s emphasis on work within prisons but highlighted the exploitative nature of some American prison industries, where (mainly poor and black) prisoners work for very low wages and gain few skills. We argued that in developing people’s skills and boosting their opportunities for work (inside and out), existing examples of social enterprises could provide models for a way forward without the moral hazards of purely commercial approaches. We made the case for bringing the best evidence and approaches together in one place with a focus on building people’s capabilities to resettle and prisons’ capacity to support this. Critically, we argued that prisons needed to be enabled to bring the ‘outside world in’ and communities, ex-offenders and employers needed to be enabled to work more closely with prisons, understanding their constraints while retaining the freedom to innovate.

A central question this raised was whether unused physical assets adjacent to prisons – land and buildings owned by the Ministry of Justice but laying fallow – could provide a space for unlocking potential social assets within prisons (service users, families and the workforce) and the wider community (the public, employers and services). Could the development of ‘Transitions Parks’ outside help prisoners inside to make the transition from offender to active citizen? And could they enable the community, local employers and ‘through the gate’ services to strengthen not just the chances of reducing reoffending but also a broader culture of rehabilitation?

Testing the model

Having set out its vision, the RSA then sought to test whether it made sense in practice. Since the end of 2012, a small team has been working

with the prisoners, staff and stakeholders of HMP Humber, a ‘new’ public sector male resettlement prison resulting from the merger of a private sector and a public sector facility in East Yorkshire. During this time we have undertaken a major feasibility study, which broadly speaking addressed the following three questions:

1. Was there an appetite within the prison and amongst the wider justice ecology in the area for these ideas? In particular, the focus on ‘opening’ up prisons to the wider community and economy, and on strengthening and broadening a culture of rehabilitation.
2. What role could ‘Transitions Parks’ play within this broader picture? Was our aim of strengthening rehabilitation culture contingent on having an outside space or were there wider lessons about external partnership, engagement and innovation that stood alone? And if the concept of a Transitions Park was welcomed, what could it look like?
3. What is the Transitions legacy? For the Transitions team, this question has two important elements. The first is to ensure the process of design, deliberation and research itself leaves a positive legacy for HMP Humber, our partners in this endeavour. This aim is not simply an act of gratitude. It involves extracting from the process the lessons learnt and identifying what can be sustained at HMP Humber. The second element concerns replicability and speaks to the RSA’s tradition of incubating policy and practice that has wider influence. The ultimate aims of Transitions are to: develop a new approach to rehabilitation, influencing policy and practice through evidence; outline the process and a model of change; and provide robust innovations that can be adapted and replicated in other contexts.

In seeking to answer these questions we have engaged with hundreds of people – prisoners, ex-offenders, visitors, prison officers, commissioners and providers of justice services, existing and potential through the gate providers, the Police and

Crime Commissioner for Humberside, employers and the Humber Local Enterprise Partnership – to name but a few. We have translated people's responses into a costed master plan and forged potential partners and a business model for the first stages of site development.

Transitions has developed at a time when, in the UK at least, there is a renewed focus on rehabilitation; in particular, the Government's Transforming Rehabilitation agenda¹¹ (see page 16), which ushers in significant changes to prison, probation and resettlement services. We have adapted our work in the context of this rapidly changing landscape, including the creation of HMP Humber as a resettlement prison under the Transforming Rehabilitation agenda, and the Governor's vision for the prison. This centres on a staged journey through the prison from prisoner to active citizen, and emphasises community engagement. The project has focused on playing a strategic role in the sub-region, in particular working with the Police and Crime Commissioner to improve collaboration and develop a shared vision for justice services, with a focus on influencing new providers and engaging the public.

Building a rehabilitation culture

While the elements of this landscape continue to shift, at their heart lies a desire to reduce crime and in particular to increase the number of people who are 'rehabilitated'. As the leading criminologist Shadd Maruna argues, societies' belief in rehabilitation fluctuates; it is not a given and neither is the concept fixed.¹² Historically, emphasis on rehabilitation has ebbed and flowed, driven by a range of factors including evidence, but also concern over the costs of reoffending, and the prison system in times of austerity.

Increased focus on rehabilitation does not necessarily decrease emphasis on punishment, and as the political scientist Richard Dagger argues, liking rehabilitation is not necessarily incompatible with a desire for retribution: "If punishment is to be justified on the grounds of fair play, then we must see to it that people have a reasonable chance to play fair. In particular, we must see to it that the men and women who pass through the gates of prison are treated in ways that help them to grasp that society is a fair system of cooperation under law and that they have a responsibility to do their part to support it."¹³

So, if the Transitions model is to make playing fair easier, can it catch the wave of renewed interest in rehabilitation, and provide a new way of thinking about its nature and components? Do we have or need a shared account of what rehabilitation means, do we know what increases levels of rehabilitation or undermines it, and can we operationalise and measure these things?

Our study has come to one central conclusion from which its practical ambitions arise. Namely, that prisons cannot succeed in the task they are being asked to undertake: to increase the number of people leaving who will desist from crime and resettle. This is not a criticism of the prison workforce or governors. While there will always be things that can be done better, making further progress on rehabilitation is unlikely to arise from doing the same, just better.

Rather it is to argue that rehabilitation requires us to embed prisons in their communities and economies, and that more of 'us' – the public, employers, entrepreneurs and wider services – need to play our part. To use Dagger's phrase, the men and women who 'pass through' prison are part of our communities and will return there. We argue that rehabilitation cannot just be measured by reductions in reoffending – although this is a critical outcome – and is not a linear process that 'happens' to an individual. Rather it requires a set of behaviours, attributes and values within individuals, institutions and the broader community that support and sustain desistance from crime and enable people to live productive lives.

Transforming Rehabilitation

This argument becomes more important in the context of reductions in funding to public services and Transforming Rehabilitation, which will result in around 50,000 more people each year having a new statutory call on services and new resettlement prisons charged with a more localist agenda. In short, justice services are being asked to do more with less.

This makes approaches based on unlocking potential assets and networks that support rehabilitation more important. It makes culture change critical. But if we are to strengthen and broaden a culture of rehabilitation, we need to be able to define what it is and identify practical ways to boost its presence. In addressing this question

the project has drawn on the mounting evidence of network effects that show the importance of relationships and networks to shaping and changing behaviour.

It has borrowed from the RSA's Connected Communities programme that explores 'social network', asset-based, and system-based approaches to addressing social and economic challenges and opportunities.¹⁴ In particular, we have adapted the emerging concept of 'recovery capital', which refers to the 'breadth and depth of internal and external resources that can be drawn upon to initiate and sustain recovery from substance misuse'.¹⁵ Action research with prisoners, officers and ex-offenders has helped us to understand some of the components of 'rehabilitation capital' (focused on the individual attributes, assets and networks that support rehabilitation).

This work has given us an insight into what might constitute rehabilitation culture (focused on the institutional level) and the wider shifts needed within the community to broaden and strengthen this. This conceives of prison, not as a closed box within which you do or do not rehabilitate people, but as a potential driver of rehabilitation culture beyond its own walls. What flows from this are the following conclusions that speak to the wider transferability of the model.

- In its aim of strengthening rehabilitation culture and delivering Transforming Rehabilitation, the Ministry of Justice should consider using the assets it owns but which lie fallow adjacent to prisons to unlock potential human assets in order to support rehabilitation. Specifically, it should consider enabling 'Transitions Humber' to become a national pilot, not just to test its effectiveness in reducing reoffending in the region, but also to provide a model for future development. 'Transitions Parks' could provide an external space for thinking and doing, networking and innovating that was not within the reach of prisons and wider justice services. Our study shows this idea has widespread support. Such an approach could enable close partnership working but without Transitions Parks being subsumed by prison culture, and could add value not just through the gate but also across the offender journey.

- In thinking about rehabilitation, the NOMS, Police and Crime Commissioners and justice services need to give more emphasis to the evidence around network effects in sustaining desistance from crime. Prisoners cannot make the journey to active citizenship without access to the networks and relationships that increase and sustain their rehabilitation capital. Likewise, prisons cannot make the shift they need to without being enabled to forge the relationships and networks needed to support a culture of rehabilitation.
- Systemic change of the justice system requires more work to be done from the 'bottom up'; engaging and co-designing practice innovation with prisoners, the workforce and local and sub/regional stakeholders. This need not be at the expense of influencing national policy but gives more people more solutions and enables them to have a voice at the national level.

Turning theory into practice

These insights do not constitute the end of a process but another beginning. In best RSA tradition, our aim is to turn theory into practice, and our feasibility study takes us a step closer to realising the Transitions vision developed by Fellows three years ago. This report is published alongside a master plan, a business case for the first stage of development and a number of papers, which address specific issues that emerged throughout. Our master plan sets out a plan for the Humber site, which speaks to our emphasis on rehabilitation culture and in particular the networks and services needed to support this. This includes:

- The development of the site as a hub for a 'Transitions Community' involving a wide range of stakeholders, with the aim of embedding the project locally and supporting rehabilitation culture.
- A Transitions Green Enterprise Park that will include an 'academy', where green skills enterprise and training will incorporate training providers with start-up business support and light industrial employment.

- A health and wellbeing centre bringing together health services with exercise and fitness, education and related support.
- A cafe and events space that will be used by the prison, the community and service users and provide a space for debate and public engagement.

All of these elements have been designed to benefit the local community as well as offenders, visitors, the prison workforce and wider justice services. The Transitions element would provide the main umbrella for the delivery of partnering services and the main connection within the prison itself, as well as an ongoing research and innovation function.

Next steps

The next stage of work for Transitions will include two parallel strands of work. The first is on continued strategic development of the project, including the transfer of the physical asset from the Ministry of Justice and the legal, organisational and site design work that will flow from this.

The second strand of work is not contingent on the physical site (but will shape its design) and is focused on the question of strengthening and measuring rehabilitation capital and culture. This work will include co-designing with service users (prisoners, ex-offenders and families) and officers, academically robust but operationally viable assessment tools for rehabilitation capital and culture (see page 30).

This report sets out in more detail the background and context in which Transitions has

been developed. It outlines the processes that we have undertaken to date and how these have shaped our thinking and the practical development of Transitions. It then outlines, by way of a detailed case study, the work we have done in East Yorkshire. While presented here as a separate section (see page 36), without a doubt it is the work we have done with HMP Humber and its stakeholders – local, regional and national – that has taken Transitions from a short pamphlet to a co-designed major practice innovation. Working with the prison and local stakeholders has enabled us to better understand how the Government's Transforming Rehabilitation agenda could translate locally, as well as the very real challenges presented by top-down policy.

There is still much work to do to turn that design into practice and to further test our ideas, but we believe that Transitions has much to add within the current policy landscape, and in the context of reduced public expenditure. It has the potential to transform how we understand and approach rehabilitation not just in East Yorkshire but nationally. It opens up a model of innovation and prison reform that seeks to bring about transformative change – in individuals, institutions and communities – through working alongside service users, staff and local people.



2. Background and context

“The public debate about prisons can at times be unedifying. It takes on the characteristic of a domestic row between warring parents – the egalitarian father and the authoritarian mother – whose children have gone off the rails. As each blames the other for their offspring’s transgressions, for being too harsh or too soft, the children either sneak out of the house or struggle to concentrate on their homework amidst the din.”

The Learning Prison, RSA 2010

Transitions has been the product of collaboration and has developed in stages, building on earlier RSA work on learning and skills, *The Learning Prison*, published in 2010 and produced with the RSA’s practitioner-led Prison Learning Network.¹⁶ The report concluded that many of the significant advances that have been made within the prison service had been achieved ‘by stealth’ without corresponding public discourse or recognition. It argued for a more positive and powerful vision of prisons around key principles for reform:

- Leadership among policymakers in building a public conversation about prisons as a core public service that serves us all, not just the victims and perpetrators of crime.
- A braver government strategy focused on modernisation for rehabilitation and enabling the prison service to safely utilise the new tools and thinking at our disposal to best effect.
- The development of a stronger evidence base that aimed not just to identify the general interventions that reduce re-offending levels but a way of measuring and aggregating specific projects.
- Broader and deeper service user, public

and employer engagement in co-designing and delivering justice services.

Rehabilitation revolution

Although these principles have been applied through the development of Transitions, much else has changed. In particular there has been a marked shift in policy direction in recent years, driven first by Kenneth Clarke when he was Lord Chancellor and Minister of Justice, and most recently and radically, by Chris Grayling, Clarke’s successor and architect of the Government’s Transforming Rehabilitation programme.

In 2010 Clarke, outlined the Government’s proposals for a ‘rehabilitation revolution’. This emphasis was welcome: policy debates about prisons have tended to focus on the optimum size of the prison population, ‘soft’ versus ‘hard’ approaches, not outcomes. Clarke’s Justice Green Paper, *Breaking the Cycle*,¹⁷ included proposals to: create working prisons with the aim that prisoners learn the discipline of regular working hours; open up opportunities for voluntary sector and private providers to deliver services; introduce payment by results linked to success in reducing reoffending. Transforming Rehabilitation represents even more far-reaching changes to the UK’s probation, prisons and resettlement services.

The Transforming Rehabilitation programme

“We have put together a programme of reform that offers a step change in the way we rehabilitate offenders, and will lead to year-on-year reductions in reoffending. Some of these changes are complex and challenging, but they are necessary nonetheless. Transforming Rehabilitation will help to ensure that all of those sentenced to prison or community sentences are properly punished while being supported to turn their backs on crime for good.”

Chris Grayling, Lord Chancellor and Secretary of State for Justice, 2013

In setting out the drivers of change, the Government highlighted the costs of prison and probation services (at around £4bn a year), high-levels of reoffending amongst those receiving short prison sentences, and its desire to drive efficiency savings by investing in rehabilitation.

Probation services

It is estimated that around 50 percent of the current probation service will become a National Probation Service (NPS) dealing with high-risk offenders and risk assessment. The NPS will be divided into seven regions and will:

- Undertake all court reports and parole reports.
- Undertake all initial assessments to determine which provider will manage a case.
- Manage offenders who are subject to Multi-Agency Public Protection Arrangements (MAPPA) and pose a high risk of serious harm, or when it is in the public interest to do so.
- Carry out victim liaison work.
- Manage Approved Premises (residential provision for selected offenders and some people held on bail).
- Decide on action in relation to all potential breaches beyond first warning and advise the courts or Secretary of State on sanctions or recall to custody.
- Consult on changes in risk of harm.

The remaining caseload will be managed by Community Rehabilitation Companies (CRCs) which from June 2014 will have taken on supervision of middle to low-risk offenders. As of 1 April 2014, all existing staff had been allocated to either the NPS or a CRC. By the end of the year CRCs will be contracted out to Tier 1 providers, under 21 new contract package areas (CPAs). CPAs are largely co-terminus with Police and Crime Commissioner (PCC) and other public service boundaries and the Justice Minister has made it clear that PCCs will be critical to shaping integrated commissioning of justice and resettlement services within their constituencies and across contract package areas.

At the time of writing, ‘preferred bidders’ have been identified for each contract package area and have been visiting agencies and commissioners within these areas, including PCCs, prisons and potential voluntary, community and social enterprise partners. Final bids will be submitted in summer with contract decisions due to be made by the end of 2014.

Contracts will be awarded for seven to 10 years and the total value of the contracts to be let is likely to be between £5bn and £20bn over the next 10 years. Providers’ level of payment will be dependent on the reduction in reoffending that they achieve. Contracts will combine both a ‘fee for service’ element and a ‘payment by results’ element. To receive the full payment, providers will need to achieve an agreed reduction both in the number of offenders who go on to commit further offences (the ‘binary metric’) and a reduction in the number of further offences committed by each offender (the ‘frequency metric’).

Tier 1 providers will be dominated by private sector organisations working in partnership with large charities and, in some cases, mutual companies that have ‘spun out’ of the probation services. Tier 1 providers are expected to sub-contract to Tier 2 and 3 providers, delivering a range of services including those linked to resettlement. Tier 2 organisations are likely to be social enterprises and third sector organisations including, for example, learning and skills companies and third sector providers of through the gate services, who are expected to get relatively long contracts to ensure some stability. They are likely to be organisations with the capacity to work under payment

by results arrangements and have a regional or sub-regional delivery model. Tier 3 organisations will most likely be smaller, more local and grant funded directly by Tier 1 organisations, eliminating financial risk and deferred payments.

Short-term sentences

All those receiving a short-term custodial sentence (under 12 months) will now be on a license in the community up to a full 12 months. This adds some 50,000 people into the scope of probation services nationally. A nationwide ‘through the prison gate’ resettlement service will be put in place, meaning most offenders are given continuous support by one provider from custody into the community. The Government has stressed the role that mentors could play and the need to address offenders’ ‘life management’ issues.

The prison estate

In supporting this, the aim is to ensure that, for the last few months of their sentence, most offenders are held in a prison near the area to which they will be released. Transforming Rehabilitation creates a number of ‘resettlement prisons’ to which prisoners held away from their home area will return to three months before the end of their custodial sentence.

The reforms respond to long-held concerns about the lack of support for people serving short sentences and the challenge of rehabilitation where prisoners are held at distances from their home. They give a much bigger role to the private sector, not just working outside prisons but in partnership with prisons along the lines of current offender managers. A review of offender management suggests that most focus (and funding) is likely to be on high-risk offenders and lower risk but persistent offenders. The Government asserts that its payment by results model avoids incentivising providers to focus on ‘low hanging fruit’ in securing their main payment, and that freedom from bureaucracy will allow them to do what works.

What could this mean for Transitions?

RSA Transitions was conceived before Transforming Rehabilitation was on the political agenda. However, many of its core elements – increasing the ‘offer’ for people serving short sentences, taking a ‘whole person’ approach to rehabilitation, the focus on the importance

of innovation and local partnerships beyond the prison – are consistent with much of the reform agenda. We have been fortunate in having funders and governance arrangements that have allowed us to adapt our thinking and work as the Transforming Rehabilitation agenda has developed.

Throughout the feasibility period, the RSA engaged with this agenda and with national and local stakeholders to ensure that Transitions emerges in line with these changes and adds value to how the Transforming Rehabilitation proposals work on the ground. For example, we have been working closely with the Police and Crime Commissioner for Humberside, the Humberside Criminal Justice Board and existing probation services on mapping services in the sub-region, and developing a shared vision for bringing together commissioners and providers in advance of these changes. We also hosted a conference for 70 commissioners and providers in the sub-region.¹⁸

This work has been critical to shaping the project and we hope it has been valuable to key stakeholders in the Humber sub-region. However, the Transitions project has not been redesigned in order to become a Tier 2 or 3 provider, although this remains in the mix. Rather the project has been developed to add value on three main levels:

1. To continue to develop and test a national pilot based in Humber; a demonstration model for a new approach to prison reform and wider public service innovation. One that involves understanding on a deep level how prisons work, what their residents and workforce think, and who they may need to rely on to help them fulfill their purpose. This means understanding the local, regional and national context in which they operate, including their communities and economies and the wider assets they can draw upon. In this respect we believe that Transitions work to date will provide learning, relationships and innovations valuable to any future Transforming Rehabilitation Tier 1 providers within and beyond Humber.
2. To continue to play a strategic role within the Humber sub-region and the wider contract package area. In working with HMP Humber, we are working with a

strategically well-placed resettlement prison under the new arrangements. The prison provides services for 1,062 prisoners at any one time and releases over 1,000 people each year; as the reconfiguration of the prison estate and population rolls out, a large proportion of these will come from and be released to the Humber sub-region and wider contract package area of North Yorkshire and Lincolnshire. The Humber sub-region lies at the heart of the new CPA (one of the largest in terms of geographical spread) and accounts for a high percentage of total offenders; we believe that Transitions' cross disciplinary nature and strategic capacity can help to join up thinking and services, and that getting this right in Humber will benefit Tier 1 providers and enable them to get it right across the CPA.

3. The continued development of the physical site outside HMP Humber (at the time of writing we are engaging with MoJ estates about transfer and lease options). Transitions has demonstrated in its work to date that there is considerable appetite amongst stakeholders for utilising this space as a site for co-location, services focused on bridging the transition from custody to community, and strengthening rehabilitation culture and practice. While the RSA's role has been critical here, the site itself – outside but next door to HMP Humber and valued by the community and local authority – provides opportunities for engagement, innovation and partnership that are not accessible or realistic for the prison. We believe that there are practical opportunities for providers of all tiers to utilise the site, and have also developed proposals working with wider commissioners and providers, including those involved in health and learning and skills.

This does not mean that Transitions will not aim to become a Tier 2 or 3 provider, just to stress that the model we have developed does not assume this as its core purpose.

A changing landscape

The Transforming Rehabilitation agenda is not without its critics and is deeply controversial for some; not least because it privatises a huge chunk of the existing probation services, and aims to deliver marked improvements to reoffending rates, but within an overall reduction in spending. The speed of change is also rapid. The reform package impacts on a wide range of commissioning arrangements, providers and practice and requires justice and through the gate services to do more with less. In practice, one outcome will be contracts that place a significant concentration of effort and resource on high-risk and prolific offenders, particularly towards the end of their sentence, while provision for other 'core' offenders throughout their sentence is likely to be spread thin. Changing people's behaviour and rehabilitation takes time and the level of risk offenders present can fluctuate. The risk is that 'core' offenders' chances of rehabilitation are reduced, making resettlement much harder on release. In focusing on strengthening the broader culture of rehabilitation, Transitions aims to help address this issue.

Taken on its own Transforming Rehabilitation ushers in a complex new landscape. But it is not the only policy change in town; almost every part of the criminal justice system and related services are changing and/or operating with fewer resources. This includes substantial reforms to policing, to the commissioning of health services and funding of learning and skills provision within prisons. Below we outline just some of these changes; all of these in their own way have shaped Transitions.

Justice and health

Changes include the development of specialised health services for those within the justice system, now one of the four key areas that NHS England commissions across the country. This includes 10 Health and Justice commissioning teams, more or less mirroring the National Offender Management Service regional structure; their primary role is to commission the full range of health services needed by people detained in prison, in VAPS Young Offenders Institutions (YOIs) and secure children's homes.

That includes primary healthcare, mental healthcare, substance misuse services and arranging secondary care. From 2015, Health and Justice teams will be responsible for

commissioning for healthcare in police custody suites, sexual assault services and for developing liaison diversion services.

The health needs of offenders in the community are worse than those within prisons; when someone goes to prison one of the first things that happens is that they have a health screen. This is something that has been absent in the community and which the liaison and diversion project begins to address. It aims to ensure that offenders' needs are identified and met, to assess people and support links into appropriate services. Liaison diversion will aim to provide information to the police and the courts so that they are able to make informed decisions about charging, sentencing and post-sentencing services. It aims to divert people within and beyond the justice system; that will not always be about replacing sanctions but providing a greater range of alternatives at any point throughout the journey.

The liaison and diversion project is about supporting a multi-agency approach, trying to link up different health services but also about trying to link them up with the criminal justice system. That involves liaising with a range of providers, helping to facilitate disposal, treatment and support options, and supporting police and courts to ensure procedural fairness.

The question for Transitions was what health services should be based on site. How could we ensure that the design of our model supported this new agenda, and helped to support wider public health and wellbeing priorities, serving the public, staff and offenders? Our master plan includes plans for a health and wellbeing centre. While detailed co-design will be done at a later stage, the site mapping process and discussions with health providers and service users suggest that this will combine aspects such as a gym/exercise space with co-location of services that seek to provide a seamless drug and alcohol service from 'inside out', replicating the best approaches in the community, and filling gaps where they exist (see page 49).

Learning and skills

The Offenders' Learning and Skills Service (OLASS) was created in 2005 with the purpose of integrating offender education with mainstream academic and vocational provision. The vision for OLASS is that offenders, in prisons and supervised in the community, according to need, should have

access to learning and skills, which enable them to gain the skills and qualifications they need to hold down a job and have a positive role in society.

In May 2011, the Department for Business, Innovation and Skills, along with the MoJ published the *Review of Offender Learning, Making Prisons Work: Skills for Rehabilitation*. This recommended a number of changes aimed at reducing re-offending, through a greater focus on skills development and routes to employment for learners in custody. OLASS review recommendations included:

- Making prisons places of work and industry, with more prisoners experiencing structured and disciplined working weeks.
- More relevant and focused vocational training taking place in the immediate 12-month period before release.
- A greater focus on the role of prison governors and prison Heads of Learning and Skills in planning curricula.
- Being able to meet local needs more effectively and understanding the local labour market into which prisoners are released.
- A re-procurement exercise, culminating in new contracts starting delivery from 1 August 2012 (OLASS 4).

Funding is devolved to OLASS providers including the National Careers Service and, in the merged prison region, the Manchester College, which receives funding for a core curriculum made up from three elements:

- English, Maths and ESOL.
- Vocational qualifications, including information and communications technology (ICT).
- Employability skills (these may include a wide range of team-working, personal, social and other skills).

Since June 2012 the curriculum for the prisons in the regional cluster (HMPs Hull, Humber and Full Sutton) has been re-designed to improve the learning journey and ensure that OLASS 4 funding is efficient and effective. The re-designed curriculum has now been ratified by the Skills

Funding Agency and is in the process of being implemented.

Skills for sustainability

Prisoners face significant challenges in securing work when they are released and this not only makes reoffending more likely – weakening their rehabilitation capital if you like – it also means they are more likely to experience long-term unemployment post-release with all the knock on costs that this implies. As Transitions has developed a lot of emphasis has been placed on the need to make a stronger link between prisons’ learning, skills and work offer and the challenges and opportunities presented by external economic trends. In seeking to strengthen the culture of rehabilitation this alignment is critical.

In Humber this has meant designing into our model consideration of the sub-regional economy. Our focus has been shaped by the Humber Local Enterprise Partnership (LEP), which works closely with government to promote and develop the economic area surrounding the Humber estuary and to provide strategic leadership for economic growth. The LEP’s skills commission identified a number of significant skills gaps in the sub-region. These included those needed to sustain the growth in the low-carbon economy, which is a significant growing market in the area.

The question for Transitions was how it could add value to the learning, skills and work mix within these current arrangements. This means, for example, looking at whether there are gaps in the current offer – either in focus or qualification level – which we may help to fill. It means ensuring that social enterprises embedded in the prison are linked to pay, employability and solid training outcomes, as well the local economy. The master plan includes: new workshops for light-industrial training and work; refurbishing the manor house on site as an enterprise and training centre; and a field learning centre focused on engaging the community and green skills (see page 50).

In the next section we outline in more detail the Transitions model, highlighting how these changes in policy, practice and the economy have shaped our thinking. The point here is to share a process of design and delivery that can be applied to the specific contexts of other prisons, particularly resettlement prisons that are so central to meeting the objectives of Transforming Rehabilitation. The presence of other under-utilised MoJ assets elsewhere – for example at HMP Styal, a women’s prison near Manchester– provides significant opportunities for Transitions Parks, but much of our thinking can be applied where no such site exists.



3. The Transitions model

Transitions was conceived as a financially sustainable not-for-profit business driven by ethics. To be sustainable, it would need to work within the grain of the prison system, in partnership with a range of local justice and resettlement services, and be underpinned by shared values and objectives, including embedding rigorous evaluation methods. The model would consistently involve employers, prison officers, service users, local services and members of the community in design, delivery and governance.

These principles have underpinned the way we have worked and the model in development. An innovation this ambitious cannot be sustained if it is dependent on philanthropy and short-term grant funding for too much of its ongoing resources. As a social enterprise with significant capital costs up front, the core model needs to be self-sustaining. The model is designed to include a mixed economy where less lucrative but vital areas of work can be subsidised with more commercial elements. In keeping ongoing revenue burdens to a minimum, our priority is to secure grant funding for the build and refurbishment.

The Transitions team and HMP Humber are in discussion with the Ministry of Justice (MoJ) about the potential for securing the land assets (through a community asset transfer) to provide a hub for social enterprises, employers, resettlement services, the community and ex-offenders, working with prisoners, those being released and on license and those at risk of crime. In 2010, the MoJ had 20 farms attached to prisons and 455 accommodation units, which had historically been used for housing prison staff. While not all of these were unused, the MoJ's 2010 Asset Management Strategy stated: "Those [assets] that represent poor value, do not fit the business and service delivery model or which are surplus to requirements will be reviewed with a view to disposal."¹⁹ In 2012 the National Offender Management Service, working with Locality – a nationwide network of

development trusts and community enterprises – announced an asset transfer programme that would seek to identify innovative projects to enhance services for ex-offenders.²⁰

Work and pay

The Government's emphasis on work is welcome: unemployment is high amongst those convicted of a crime and those who have left prison; securing work is an important factor in reducing offending.²¹ Transitions aims to increase prisoners' employability and enhance the opportunities for skills development and work in custody and on release.

With HMP Humber, the RSA has explored approaches that would engage employers and are not exploitative. This is a complex and difficult issue. It could be argued that running an enterprise or industry that uses prisoners as cheap labour can be justified if the individual and social benefits can be proven. But the reality is that many such projects cannot measure their impact either on the skills development of prisoners or their chances of securing work. While measuring outputs – numbers of prisoners involved in prison industries, for example – is relatively easy, assessing impact and outcomes is much harder to do. Even where prisons have evidence of how many people have work on release, very little is known about longer-term employment. Indeed, a number of workshop staff we spoke to only know whether someone they work with has secured employment or not when they arrive back at the prison gate. In theory better engagement with prisoners and former prisoners should allow longer-term tracking and ease this challenge. In the meantime, the risk is a temptation to develop business models based on very low salaries that do more to benefit private enterprises rather than prisoners or the taxpayer.

This has raised a number of questions including: the role that paying offenders should play in avoiding exploitation; the role of evidence in

ensuring work programmes could be justified and were not ‘flying blind’; and the question of what skills (for life and work) were most important to prisoners and employers.

There is broad recognition amongst justice services that ex-offenders and serving prisoners can play a significant role in supporting others, improving prison culture (for example, reducing complaints) and providing services (as peer mentors for example). Transitions places service users at the heart of its thinking and much of the work we have done to date has relied upon the involvement of prisoners. The aim is to ensure that in seeing service users as workers, mentors, co-designers and trainers, we pay them where appropriate and permissible. For those in custody this would not mean all salary going directly into people’s pockets, but involve mechanisms to set aside wages for resettlement and/or transferring money to families and reparation.

Salaries for prisoners would be set at the minimum wage, minimising the chances of undercutting wages outside and public concerns that prisoners can earn more than many people in the community. The situation with ex-offenders is both more straightforward and challenging. Having served their sentence ex-offenders should be paid at market rates.

Humber master plan

Alongside all these considerations, the master plan for Transitions in Humber needed to match the potential of the site itself (see page 52). How could we best use the 45-acres of farmland without spoiling the things that local people valued, and damaging wildlife, for example? What kinds of enterprises and training would match the needs of the economy and speak to the size, location and potential of the site? While it is not a listed building, the manor house on site is highly valued: how could we provide a contemporary space within the character of the building?

These questions and more have shaped a master plan, which has been developed alongside this document providing a strategic overview for the site, showing a distribution of development uses together with a means of supporting these through infrastructure and landscaping. This includes:

- Courtyard complex including master planning (290m²/3200ft² – estimated capital cost inclusive of VAT £777,250).
- Offices, public and educational functions (1110m²/11,900ft² – estimated capital cost inclusive of VAT £3,539,181) provided within the renovated manor house and the adjacent courtyards and buildings.
- A Health and Wellbeing Centre (500m²/5400ft² – estimated capital cost inclusive of VAT £1,330,287) and ‘start-up’ flexible business units (500m²/5400ft² – estimated capital cost exclusive of VAT £1,160,707).
- Light industrial/training units (6000m²/64,600ft² – estimated capital cost inclusive of VAT £6,292,750)
- Field learning centre (100m²/1080ft² – estimated capital cost inclusive of VAT £175,000).
- Access road and car parking (estimated capital cost inclusive of VAT £1,261,500).

The master plan proposes a quantum of development on the site to support a significant scale of social enterprise. It will take a number of years and distinct phases to reach this scale of activity and as the project develops, the requirements may differ in scale and function. An important part of the rationale behind setting up the master plan this way is also to allow for the continuation of the existing land-management and other activities undertaken by prison staff and Category D offenders on the site.

The objective is to enhance what exists, not to wipe the slate clean and start again, and the framework approach allows functions to be relocated and provided one step at a time. The first step of implementing the master plan is therefore likely to be limited in scale, to establish the key partners on the site and accommodate them. By being a carefully controlled, shared space for interaction between delivery partners, users and prison staff, the first courtyard phase aims to create the first example of the kind of space that can support the concept of rehabilitation capital and culture.

The Transitions team has produced a cost plan supporting the development of the whole site. The initial phase includes the capital investment to develop the ‘courtyard complex’ as a delivery base for Transitions activity and key partners. This demonstrates that with a 75 percent grant and 25 percent social investment

(loan) model the initial development project would deliver a surplus. Further details are included in the development overview published with this document.

Each subsequent capital project would need to stand alone regarding financial modeling and make sense from a business perspective in its own right, and a bespoke plan for each will be developed at the appropriate time. It is envisaged that the infrastructure works will be funded by means of a loan supported by enhancing the value of the existing asset.

The delivery vehicle

The initial work relating to the setting up of an appropriate delivery vehicle, ongoing research, fundraising, financing and so on would be undertaken by the RSA and any asset transfer/works would be undertaken by means of a short-term license between the MoJ/HMPS and the delivery vehicle that emerges.

The RSA is currently in discussion with its legal advisors in respect of the most appropriate vehicle(s) to efficiently deliver the aspirations of the project as a whole. The current thinking is a Community Interest Company (CIC) or the like. This model has emerged as a way to minimise risk, is relatively straight-forward and is flexible, so can adapt as new partners or funders come on board.

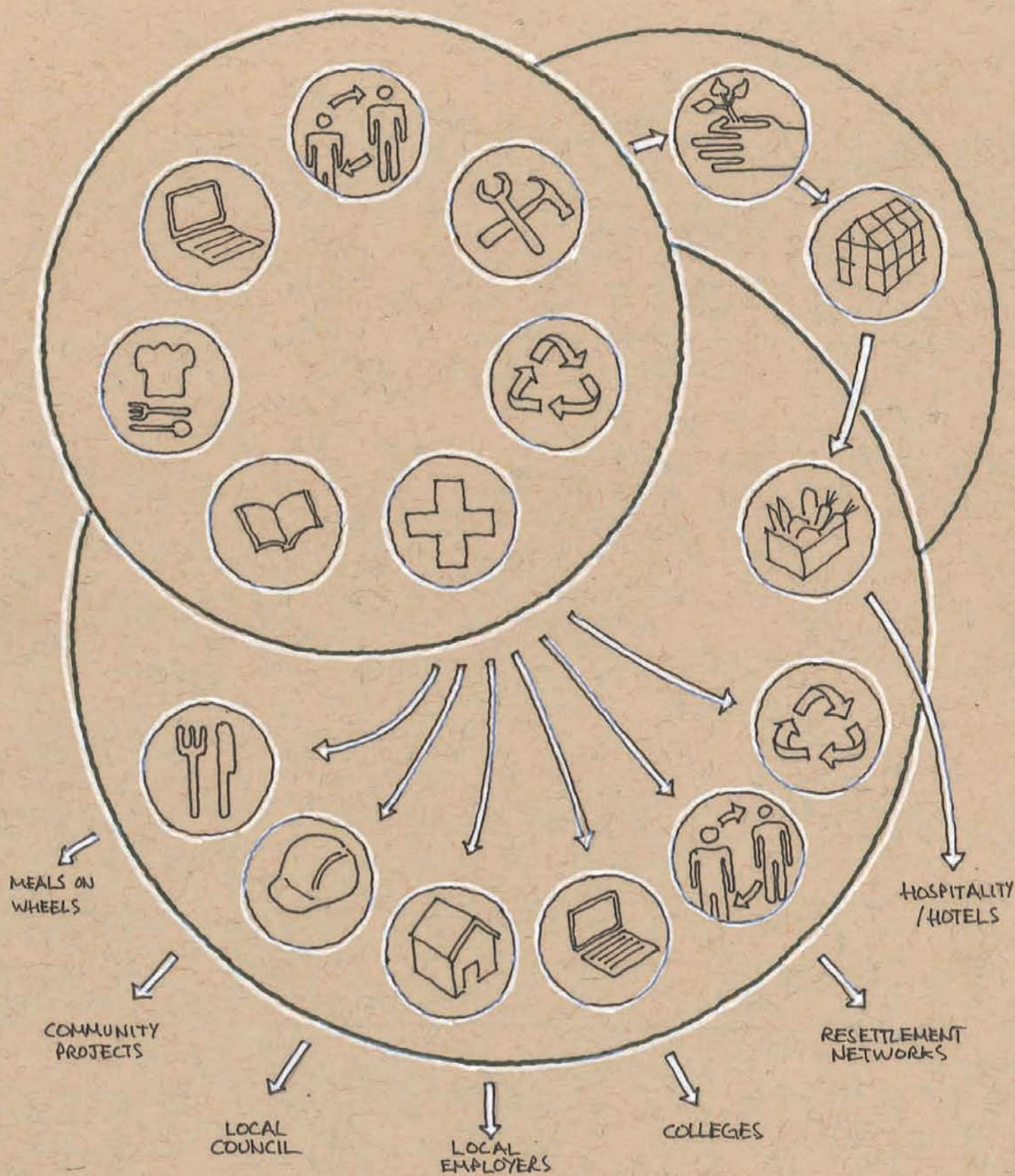
Further fundraising would follow the completion of an agreement to transfer the relevant parts of the estate: notably the Hall, courtyard building, walled garden and adjoining farm buildings. The master plan's wider vision provides the basis for the asset transfer by means of a lease; however the modest initial development of the courtyard could be done under license until the proposal has been fully developed, in order to minimise the initial risk to both parties.

The model will, however, continue to be developed in the next phase of work, alongside further detailed work on governance arrangements. The working assumption is that we will need to create a special interest vehicle once we know about the community asset transfer. This vehicle would have two key elements: a property management arm and a services arm, both overseen by a Board.

- A Transitions Board would play an oversight role on this site but also a wider role on Transitions thinking, development and research.
- Transitions Property Development and Management would be responsible for site management and maintenance, and collecting rent. It would work to the Board and alongside the service delivery arm to ensure it was consistent with the mission and desired outcomes.
- Transitions Service Delivery would play a strategic role in bringing together all the organisations/partners working on site, working where appropriate to the central concept of rehabilitation capital and the core evaluation model, and providing a powerful voice in the justice agenda in the region. It would potentially provide direct services where this is sensible. A key role would be as coordinator/broker in terms of relationship with the prison, to ensure a manageable and productive way for working with the prison.

We aim to develop a 'Transitions Community', which builds a wider sub-regional and national group of champions around the project, helps to increase rehabilitation capital, and acts as a testing ground for developing the organisation as it matures.

The vision for the site is a local manifestation of the wider Transitions network, providing a physical basis for rehabilitation capital and culture. The existing assets of the prison, the landscape, historic buildings and local residential community are all drawn into this picture to create a microcosm of support, training and employment opportunity. The site can also fulfil the role of a regional hub, for delivery of services to a much wider client-base, which could include probation services, early intervention, and learning and dissemination of this new model. As such, the site can become a flagship for Transitions.



4. Rehabilitation capital and culture

The prison population does not represent a cross section of society. Many prisoners have life-long multiple needs, face a range of entrenched disadvantages and have experienced past trauma; these things will have helped to shape who they are and how they behave. The point is not to rehearse debates about where causality lies, just to be clear that we begin with the evidence that shows that reducing reoffending will require the ability to help prisoners to significantly change their context on the outside and, while inside, to work on shifting their behaviour, attitudes and skills.

Some people who commit crime never do so again. But many (in particular persistent offenders, who cost the taxpayer most and create the most victims of crime), have entrenched problems, which requires an approach that recognises that meeting specific needs in isolation from others is likely to fail. This is well-trodden territory. Indeed, when it comes to adult male offenders, there is recognition that meeting multiple needs lies at the core of the National Offender Management Service's seven pathways, which seek to address key barriers to resettlement, be this housing, help with finance security, employment or mental health.

The seven pathways

1. Accommodation and support

A third of prisoners do not have settled accommodation prior to custody and it is estimated that stable accommodation can reduce the likelihood of re-offending by more than a fifth. It also provides the vital building blocks for a range of other support services and gaining employment.

2. Education, training and employment

Having a job can reduce the risk of re-offending by between a third and a half. There is a strong correlation between offending, poor literacy, language and numeracy skills and low achievement. Many offenders have a poor experience of education and no experience of stable employment.

3. Health

Offenders are disproportionately more likely to suffer from mental and physical health problems than the general population and also have high rates of alcohol misuse. Thirty-one percent of adult prisoners were found to have emotional wellbeing issues linked to their offending behaviour.

4. Drugs and alcohol

Around two thirds of prisoners use illegal drugs in the year before imprisonment and intoxication by alcohol is linked

to 30 percent of sexual offences, 33 percent of burglaries, 50 percent of street crime and about half of all violent crimes.

5. Finance, benefits and debt

Ensuring that ex-offenders have sufficient lawfully obtained money to live on is vital to their rehabilitation. Around 48 percent of prisoners report a history of debt, which gets worse for about a third of them during custody and about 81 percent of offenders claim benefit on release.

6. Children and families

Maintaining strong relationships with families and children can play a major role in helping prisoners to make and sustain changes that help them to avoid re-offending. This is difficult because custody places added strains on family relationships.

7. Attitudes, thinking and behaviour

Prisoners are more likely to have negative social attitudes and poor self-control. Successfully addressing their attitudes, thinking and behaviour during custody may reduce re-offending by up to 14 percent.

An eighth pathway focused on female offenders focuses on those who are victims of sexual crime.

Source: National Offender Management Service.

‘Lucky Jim’

‘Jim’, 47, was about to leave prison (not HMP Humber) after four and a half years when he took part in a Transitions workshop in July 2013. Like all category D prisoners, Jim has had to demonstrate that he can be trusted to work during the day in the community and had been risk assessed to this effect. Determined to rebuild his life and desperate to return to (any) work, he is willing to travel and is realistic about pay. Six days prior to release Jim was still trying to secure employment and had nowhere to live. His CV was written in pencil on a scrap of paper and the basics, like contact details, were missing: he had none. With a criminal record, the odds of Jim finding work are stacked against him; without an address, or even an email address, they become nigh on impossible.

Jim’s experience is not exceptional. One could argue that the problem is one of poor navigation on his part and/or a lack of coordination of services, a failure to reduce in size some of the barriers to Jim’s pathway to housing and work.

Indeed, even before recent cuts in funding to public services and the knock on effects that the economic climate has had on the third sector and the jobs market, the journey through the gate, from custody to community, has often been a bumpy one.

The drivers behind reoffending are complex, the solutions hard to locate and cost of trying substantial. As well as a criminal record, many offenders have few (life and work) skills and face problems accessing employment because of this. For many, drug and alcohol habits, and/or behavioural and mental health problems persist, despite interventions.

So is the answer to simply do better using the same approaches? Or is it a matter of waiting: that many offenders will simply stop committing crime when they decide to? In this respect, Jim is ‘lucky’ compared to many of his fellow residents. He seemed more than willing to make a fresh start, was clear about his path and had skills. He seemed to have the internal resources he needed to begin his journey. Yet he clearly did not have access to the external, social or community resources needed to pave his way. Like many people leaving prison, Jim had lost contact – or chosen to lose contact – with his old friends and colleagues. Jim talked of ‘returning to the community’ and ‘getting back into society’ – a common refrain among

offenders – but with no real community to return to and very weak social capital. He was aiming to start again, isolated from informal networks of support, while struggling to access the formal services he needed.

Neither of these responses seems adequate given the scale of the challenge. Experienced officers believe they can identify those prisoners who really have had enough of chaos, crime and custody, who have worked on themselves, ‘simply grown up’ and who do have clear and good intentions for their future. When they do make it, officers rarely find out (a constant theme has been the lack of ‘good news’ and feedback prison staff receive). For those who do not, the bad news arrives as the Jims re-emerge at the revolving door that is the prison gate.

Throughout our research and contact with prison officers and others working in the prison, many have highlighted the frustration of seeing the ‘Jims’ return to their care, having failed at the first, second and third hurdle to get the support they want and need. Some make what seems like the easier choice: if your ex-dealer is the only person waiting for you outside, a lot of good work can be undone with one fell swoop. Others simply give up. Faced with the chaos and isolation outside, they ‘opt’ for the order and company of prison life. So, faced with this range of challenges and the realities of reduced funding for justice and related services, what can be done?

Network effects

There is extensive and mounting evidence that suggests that in general our connections to other people, the context and nature of these relationships, and the extent to which we have networks of support matter greatly in shaping our behaviour, life chances and wellbeing.²² These insights are generally not reflected in the way we design and run core public services, practical interventions and policies, although this is beginning to change. Prison is a core public service that warrants particular focus. Given the closed nature of prisons and their isolated population, it is reasonable to assume that network effects could have a considerable role to play in improving outcomes.

We drew on the RSA’s current Connected Communities programme, which explores practical ‘social network’ approaches to social and economic challenges, with a specific focus on

how disadvantaged or marginalised groups might become more resilient and begin to identify and co-design their own solutions.²³ In particular, we looked to the programme's work with people who misuse drug and alcohol (who often present many of the same needs and characteristics as those in prison, in addition to problems around substance misuse). In helping to design interventions, the RSA works with agencies and service users around the concept of 'recovery capital', which refers to the 'breadth and depth of internal and external resources that can be drawn upon to initiate and sustain recovery from substance misuse'.²⁴

Rehabilitation capital and culture

Our contention is that there remains a significant gap in understanding the role that individual prisoners' networks, informal and formal, have on what we call their 'rehabilitation capital': in short, the range of things – personal, social, community and cultural – that will make them less likely to commit crime.

In 2009, Cloud and Granfield revisited their initial concept of recovery capital and posited four components to it:²⁵

- Social capital is defined as the sum of resources that each person has as a result of their relationships, and includes both support from and obligations to groups to which they belong; thus, family membership provides support but will also entail commitments and obligations to other family members.
- Physical capital is defined in terms of tangible assets such as property and money that may increase recovery options (for example, being able to move away from existing friends/networks or to afford an expensive detox service).
- Human capital includes skills, positive health, aspirations and hopes, and personal resources that will enable the individual to prosper. Traditionally, high educational attainment and high intelligence have been regarded as key aspects of human capital, and will help with some of the problem solving that is required for recovery.
- Cultural capital includes the values, beliefs and attitudes that link to social

conformity and the ability to fit into dominant social behaviours.

Cloud and Granfield argued that although individual factors were significant, it is the meshing of three of these components – social, human and cultural capital – that may be particularly important in assessing recovery capital at a group or social level.

We have used the same four strands above and one additional – community capital (the resources in the community that offenders need such as housing, work and so on) – in undertaking our asset and network mapping process. The concept of rehabilitation capital provides a useful way of assessing multiple needs, measuring the 'stocks' of each particular strand, and a tool for better understanding the relationship between the different things that offenders need to resettle.

This means not only exploring how people like Jim can create networks of informal and formal support where these are lacking. It requires a deeper understanding of the relationships – good and bad – that people have before they enter prison, while inside and on release. The RSA's experience has shown that 'recovery communities' can be a powerful source of support; we will explore this option as part of our broader aim to create a Transitions Community of champions around the prison.

The importance of strong and positive family relationships in motivating prisoners when inside and resettling on release is widely evidenced and acknowledged, although this is often not matched by the resources or approaches needed. But in thinking about relationships we need to broaden the spectrum: to understand the range of connections – the 'thick' and 'thin' networks – that can help and hinder rehabilitation.

We have used this concept of rehabilitation capital in thinking through what services, activities, partnerships, skills and workforce Transitions should be developing for its primary aim of reducing reoffending. This has informed our asset and network mapping consultation (see page 43). Inevitably, many of these reflect NOMS's seven pathways: many of the aspirations people have for the project are around improving offenders' access to work, employability skills, accommodation and therapeutic interventions including drug and alcohol services.

We believe that explicitly focusing on prisoners and ex-offenders' networks, on how to increase the breadth, quality and strength of these, could have an important role to play in how the seven pathways are approached, in shaping Transitions and – more broadly – in transforming rehabilitation. The work done to date suggests that such an approach is not only overdue within the justice context but has much to add in the context of closed institutions and offenders removed from their communities.

Can we measure it?

The next phase of Transitions (to December 2014) will focus on two strands of work. The first will be the long-term strategic development of Transitions in practice, including further discussions about the site transfer, developing our governance arrangements and business models for each project on site, securing partnerships and identifying revenue streams for each. This paper is published alongside a master plan and business model for the first stage of site development and will be used alongside other papers to raise grant funding and social finance.

The second strand of work is focused on refining and operationalising our concept of rehabilitation capital and culture. This will be used to develop tools for HMP Humber and help to define the baseline against which we can evaluate Transitions. The aim is to co-design and deliver two key innovations:

i) Rehabilitation Capital Assessment Tool

This work will build on the asset and network mapping and surveys completed in the feasibility stage and be co-designed with HMP Humber, its reducing reoffending team, Governor, partners and offenders. As part of the co-design work, a peer-led approach will be examined. Working with evaluation partner/s, a sample of prisoners and a mixture of prison officers and staff (the target is to involve 50 prisoners/service users and 50 staff, with broader survey work and some more detailed case studies), the RSA will develop and test the concept of rehabilitation capital and culture and tools for assessing levels of this.

The tool will map an offenders' journey to 'desistance from crime'. In this we draw on the literature around distance from Shadd Maruna and others.²⁶ Broadly the evidence about the process

of desistance has led some to identify a range of principles for criminal justice practice, including:

- Being realistic about the complexity and difficulty of the process.
- Individualising support for change.
- Building and sustaining hope.
- Recognising and developing people's strengths.
- Respecting and fostering agency (or self-determination).
- Working with and through relationships (both personal and professional).
- Developing social as well as human capital.
- Recognising and celebrating progress.

While the evidence points to changes within the criminal justice process itself – for example, the importance of key workers and the need to look at skills as well as deficits – it also highlights the importance of engagement with families, communities and wider civil society all of whom need to be involved in the process of rehabilitation.

Transitions will also draw on RSA's 'recovery capital' work and the use of the nodal mapping techniques developed to identify the recovery journey for those with addiction.²⁷ At HMP Humber a staged progressive journey has been defined across the prison to support the offender rehabilitation journey. This tool will be used to support this journey and will assist an offender and offender manager in identifying rehabilitative capital, highlighting key connections and networks which support 'recovery' from offending.

This tool will be designed to encompass assessment of resettlement needs in line with the seven pathways and will support and feed into the formal offender risk assessment and planning system (OASys). It will include exploration of how existing diagnostic tools work and can add value, and the aim is to ensure that outcome data 'speaks' to other evaluation data, including the Rehabilitation Assessment Framework (RAF) developed by the Humber Criminal Justice Board and wider MoJ and Department for Work and Pensions data on reoffending and employment.

The overall objective will be to design a transferable diagnostic that can inform the pathway to desistance and measure an individual's

rehabilitation capital, informing the individual service user as well as the service provider of what matters most.

ii) Rehabilitation Culture Assessment

Over a 12-month period RSA Transitions has undertaken extensive work engaging with offenders, staff and the community. This has allowed the Transitions team to identify a number of critical factors in creating an effective rehabilitative culture. Further investment is now required to develop this learning into a practitioner-led assessment tool, which both assesses a prison's rehabilitative culture as well as guiding Governors on the best practice approach to creating a rehabilitation ethos in their prisons. Again, with input from our evaluation partners at the design stage, the RSA will work with HMP Humber to develop an assessment method that will provide an 'audit tool' to measure rehabilitative culture alongside a good practice guide to support through the gate providers and promote desistance from reoffending.

Work needs to be undertaken to identify the key facets of an 'enabling environment'; one that is receptive to through the gate providers, and supportive of individual desistance journeys. In creating the assessment tool, current desistance research and desistance audit tools, and the learning from Transitions will be brought together. Key elements of this enabled environment include the role of active citizenship (peer-led, peer-supported and representative council work) as well as a fuller engagement with the broader community outside of the prison through strong healthy partnerships.

The RSA is playing a wider strategic role in the region, working closely with the Humber Police and Crime Commissioner, the Humberside Criminal Justice Board and other service providers across the region. A key aim for the rehabilitation framework being developed is to make it useful at a regional level, helping to define a shared vision and framework for rehabilitation. To this end, early ideas were already being shared at a conference with commissioners and providers across the sub-region in January 2014. Our final report will aim to have influence and relevance beyond the sub-region. Outputs from this work, to be completed by Autumn 2014, will include:

- An academically robust, workable and replicable assessment tool for measuring rehabilitation capital and an audit tool for measuring rehabilitation culture.
- A robust baseline for longer term evaluation of RSA Transitions.
- A good practice guide to building rehabilitation culture.
- A service user strategy designed around rehabilitation capital and culture.

Legacy

Having developed strong working relationships within one prison and its stakeholders, the aim is to bring these to bear in co-creating a way of assessing individual and institutional capacity in relation to rehabilitation, with a key focus on the networks and relationships needed (inside and out) to achieve this.

This work will provide a cornerstone of 'Transitions Humber' in practice, but its core objective is to both leave that legacy in Humber and replicate the work elsewhere. We believe that in the context of reduced public funding, the emergence of a new policy agenda in Transforming Rehabilitation, and the creation of resettlement prisons, this work will provide a practice innovation that has wider utility across the UK prison estate, increasing the capability of the workforce, guiding Governors and enabling system integration.

The RSA's objective for Transitions has been to develop the idea in practice on one site with the aim of developing a robust evaluated pilot. One that can demonstrate value for money, reduce reoffending and strengthen rehabilitation culture within prisons and amongst their wider communities. The ultimate aim is to prove that such a model is workable and sustainable and can be replicated, in particular in relation to Category C resettlement prisons. The presence of MoJ assets remains a key focus. However, much of our learning has been around the process of designing the innovation itself, working in partnership with the prison, its staff, residents and wider stakeholders. In particular, the RSA's focus on building and assessing individual rehabilitation capital and institutional rehabilitation culture aims to provide an effective practice innovation and lend itself to wider system integration.



5. Space for change?

The justice system seeks to administer fair punishment, protect the public and reduce crime. A key element of doing this is to restrict people's choices, freedom of association and, in the case of custody, their liberty. From conviction to custody, the nature of punishment is to disempower people. Even if this experience has no impact in the long run (which it often does), for many people returning to their community this is not a case of 'bouncing back' but continuing to carry high levels of self-pity, low levels of self-determination and a propensity towards instant gratification.

The process of rehabilitation requires that as well as the 'external' basics needed for stability (housing, money and so on), offenders also need to make 'internal' changes such as learning to make better choices, taking responsibility for their actions and the resulting consequences, and to make stronger and more positive connections from custody to community. The ultimate aim of rehabilitation is not just to reduce crime but also to, as Jim put it, 'get people back into society', as fully functioning citizens. And doing this requires self-efficacy, responsibility, reflexivity and regard for others.

Like prisoner, like prison

As well as tight resources and sometimes poorly coordinated services, the particular challenges faced by many prisoners – a lack of positive networks and of disempowerment – are mirrored by the prison service. Prisons are by their nature largely closed systems, yet they provide a service of paramount public importance and loom large – if inaccurately – in the public imagination. The gap between profile, public concern and public understanding leaves the prison workforce in a particular bind: feeling they are at the sharp end of concern about crime, without broader public knowledge or support for what it is they do.

Those working within the prison system lack the external networks and freedoms they need to succeed in what they are, increasingly, charged with doing: reduce reoffending. A key part of our

public service workforce is undervalued, unseen and undermined, even as many of the UK prison system's technical practices are copied abroad. Of course, prisons will remain closed. Their 'day job' is keeping people in. Then how can we – without undermining security or public safety – open up the relationships and practices of the system so that it can exploit the resources and links needed to increase public understanding, engagement and reduce reoffending?

Pears from China

At HMP Humber procurement rules can be a source of huge frustration to prisoners and staff, serving to disempower both and adding to complaints. In a prison based in a rural area, surrounded by farms and with a 45-acre site on its doorstep – and in a region whose future is linked to a low-carbon economy – we discovered that the pears prisoners eat are imported from China. This speaks to issues of local sourcing and how we measure value, but also touches on some of the implications of greater localism and public sector innovation.

In the context of austerity and rising demands in some core public services, the role of the state and the citizen is changing, with some consensus emerging around the benefits of engaging service users and the public and finding new ways of working on old and new challenges.²⁸ The emphasis here is not simply on consultation, conversation and service user feedback (although these have their place) but on citizen-led co-design, delivery and participation, where institutions do not so much hand down power as find ways to nurture and untap people's individual and collective potential to create their own solutions in partnership with public services.

This creates a number of challenges: some of which have been keenly felt in the development of Transitions. First, that while technology will have a huge role to play in mobilising people, collaborating and crowd sourcing ideas and evidence, change still

often needs to take place locally. Put bluntly, the development of the ideas presented here emerged from a process of engagement that has taken a year and involved direct engagement with hundreds of people and organisations. Through pizza nights and history days, not just structured surveys and workshops. Very little of what we have done has utilised social media for example, not least as our main stakeholder – prisoners – are unable to access these tools.

For national social innovators like the RSA, this means being embedded in the services and communities they wish to mobilise, and the RSA Fellowship here provides a model for collective innovation. For smaller local organisations often already embedded in their immediate communities, this can mean further pressures on existing resources. For public services – particularly highly centralised services such as prisons – the challenge is one of localism.

If the future of the prison service – and a stronger and broader culture of rehabilitation – lies in wider engagement and innovation, how can this occur within the context of top-down command and control approaches, and commissioning arrangements that have very little to do with the local? How can a local workforce, used to operational inflexibility and uniform procedures, also be expected to feel empowered, be flexible and innovative? How can procurement rules – designed to keep costs down – allow for local variation and factor in the wider value for money this brings, rather than simple unit costs?

Making justice social

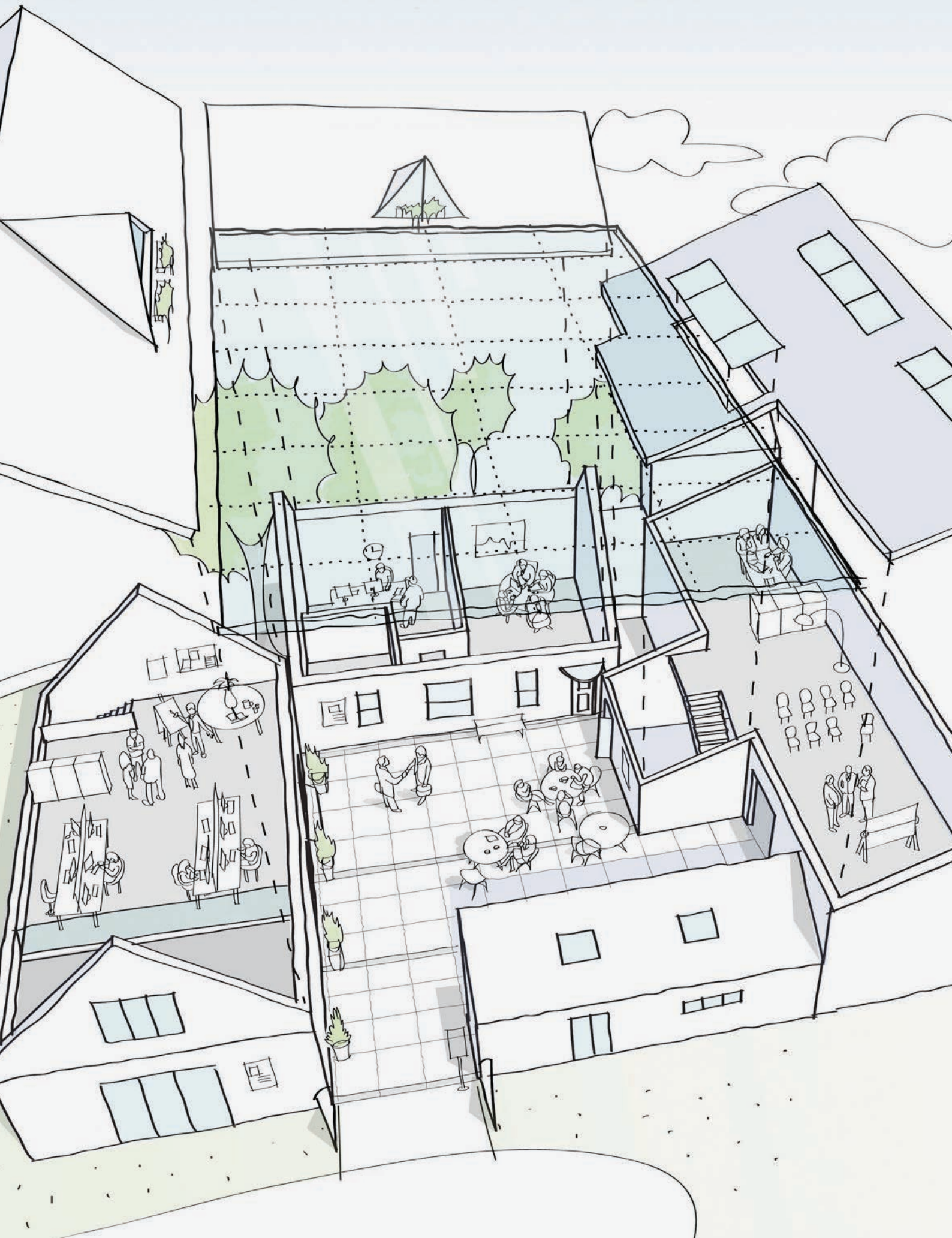
The model that has emerged so far focuses on resettlement services working in collaboration from one site and in partnership with agencies in the prisoners' release area. In terms of employment and skills it focuses on the potential of the site, of prisoners and on the gaps in skills in the region. The Humber sub-region faces both unique challenges and opportunities to fulfil its potential as the energy centre for the UK. Skills for a low-carbon economy are a growing area across the nation, but that does not necessarily mean that all prisons should be focusing on this area. What makes sense here may not work in London or Manchester; much will depend on the local economy and configuration of services. Our desire to embed rehabilitation, the prison

and Transitions in the local community has taken us down a particular path. This means thinking carefully about how the site is used, where the links are, what are the key things that the community and prison both need, and how can these be shared? Most importantly, how can you provide a safe environment where offenders are less isolated from the assets and networks they need?

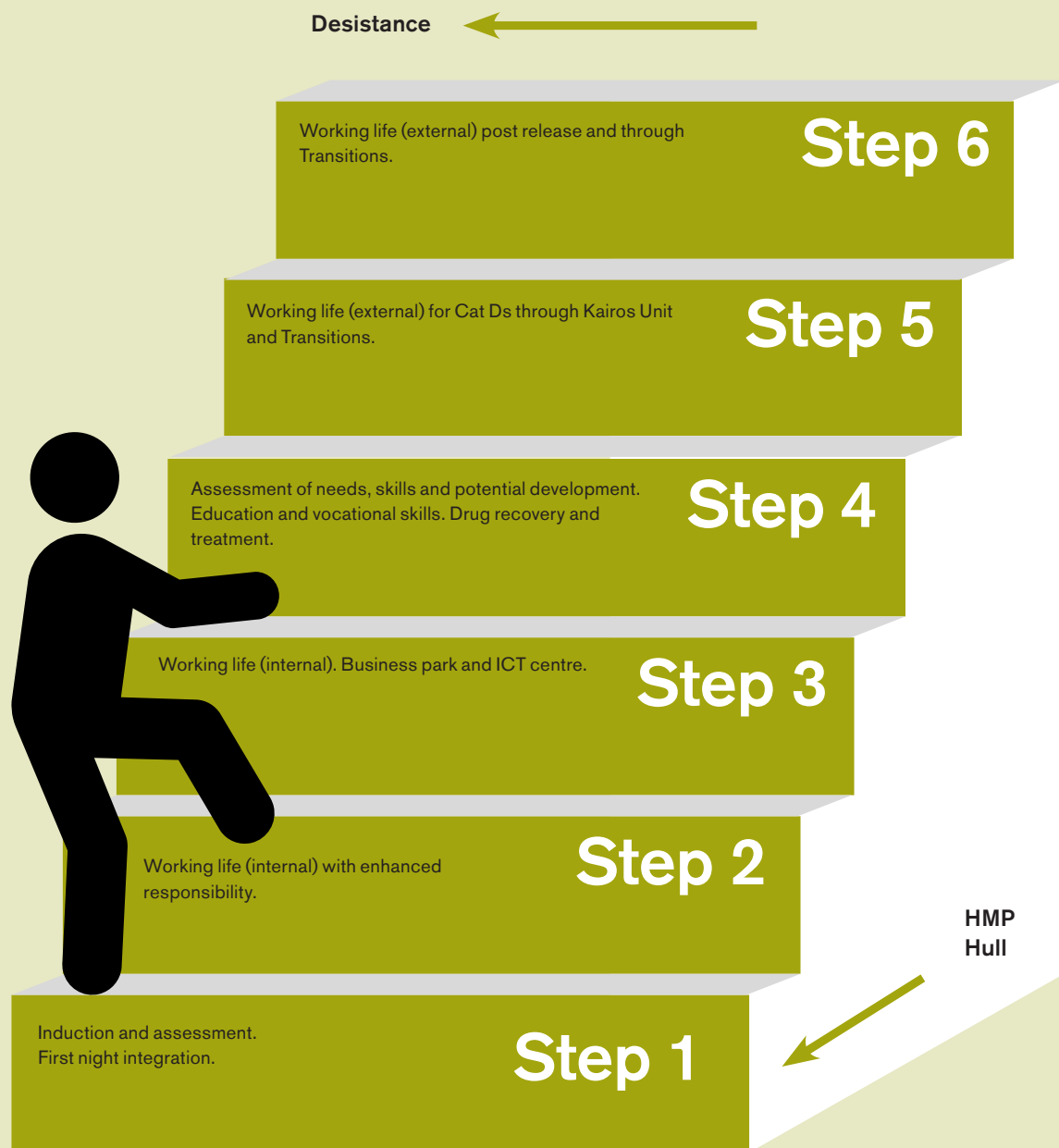
The level of engagement and buy-in from not just the prison but wider agencies in the Humber sub-region and further afield, shows there is an appetite for a new approach. Transitions is new and it is ambitious, but it is also focused on practical change and common sense. Very few people believe that there is nothing more we can do to tackle the stubborn problem of reoffending levels, or that more of the same, just better, will work in an economic climate which is seeing resources decrease. This paper begins to set out the details of a plan and model which will work within the strategy and culture of the new merged prison to increase its ability to rehabilitate. We believe the Transitions model we have developed with prisoners, the prison and others in the region will strengthen its roots in the community and economy, and in doing so improve prisoners' routes to resettlement, valuable skills and employment.

As the project develops it will be flexible and adapt to the networks and alliances we believe will prove critical to reducing reoffending and increasing people's rehabilitation capital. But we also need to be mindful of Transitions' original purpose and vision. We want to make the project sustainable but ethical; we need to prove it works in Yorkshire, but that the learning from the process itself and our approach can be replicated elsewhere.

To say that making further headway in rehabilitation is too important to leave to prisons, justice agencies or top-down government approaches, is not intended to do a disservice to all those who daily work at the front line. Neither is it intended to imply that we have a magic bullet. Rather it is to argue that a better response to reoffending is much more likely to emerge when the collective 'we' is moved into action. Rehabilitation is something that all of us want to see more of, but it eludes us; it is a social benefit that requires a social response. We believe Transitions offers one way of mobilising this. If it works it could transform how we approach rehabilitation.



6. Transitions Humber



HMP Humber 'prisoner journey'

HMP Everthorpe

Having read about Transitions in the RSA Journal, and the fact that we were looking for the right site to test the model, the then incoming governor of HMP Everthorpe, Ed Cornmell invited us to visit. There was a good fit: HMP Everthorpe was a public sector prison in East Yorkshire with a male, largely local, category C and D population. It was situated on land that includes unused MoJ assets and it had a willing senior management team.

When we began work on site in late 2012, the plan was to test the idea on this main site and investigate a further site in the later stages of our work.

HMP Wolds

HMP Wolds (also a category C prison) opened in April 1992 as a remand prison and was the first prison to be operated by a private company. In 2001 it became a category C training prison with capacity for 410 people. HMP Wolds transferred to the public sector from G4S management in July 2013. The population of what was HMP Wolds is made up of prisoners who on average are serving longer sentences than those at HMP Everthorpe. The Wolds site includes some impressive vocational training programmes, but with a smaller and more compact site, and does not have the workshop space of its neighbour.

HMP Humber

HMP Everthorpe has since merged with HMP Wolds. This has created a male public sector category C public prison: HMP Humber. The 'new' prison is now a 'resettlement prison' under changes being made through the Government's Transforming Rehabilitation agenda.

Technically, since September 2013 the prisons have been one facility, under the leadership of a governor (Ed Cornmell, the former Governor of HMP Everthorpe) and a single Senior Management Board. The physical merger of the two sites is scheduled to be complete by the end of 2014. Resources and logic have refocused our work to take into account these changes. Rather than work with an additional site, as originally planned, our focus has shifted to the expanded new facility, with wider work around justice services in the region.

The prison will have capacity for 1,062 residents and will release over 1,000 people a year. The combined number of visits a year is likely to be around

30,000. Between them the prisons employed over 500 members of staff and worked with a range of external contractors. As a result of the merger and cost savings, the combined workforce and number of external providers is likely to be reduced.

Joining the two prisons will involve changes to the physical site, staffing and strategy, with a focus on developing a clearer prisoner journey. This begins with conviction and a short time spent in HMP Hull, where prisoners are risk assessed (and categorised) and where they should be involved in developing a sentence plan. Changes to the regime take place against a backdrop of reduced resources and focus on how to strengthen the prisons' rehabilitation work, while retaining the good record on security of the previous establishments.

Transitions is very much part of the Governor's vision and the prison's strategy, which includes emphasis on a clearly staged and communicated process from induction to release. The aim is for each prisoner and all staff to clearly understand the conditions of progress through the prison, with a focus on additional responsibilities and choices at each stage, and clear penalties for non-compliance.

This will play to the strengths of each of the current sites, with induction, immediate interventions (including basic skills, drug, alcohol and mental health programmes) in the earlier stages of custody. Once prisoners transfer to the bigger site, the broad focus will be on continuing education, but with a greater focus on vocational skills and employment (working within the establishment) with the aim that prisoners have a clear sight of the steps they need to take for release and resettlement. At the heart of this vision is the aim, not to create 'good prisoners', but active citizens who have the best chance of desisting from crime and addressing the challenges they face.

The site

HMP Humber is located in East Riding, one of the four authorities that make up the Humber sub-region. There are around 80 privately owned or rented houses on the MoJ land adjacent to the prison. These were built in the 1950s as staff housing and around a fifth of the households include people who have worked in one of the prisons.

HMP Everthorpe was built as a borstal in the mid-1950s alongside housing for staff on the parkland of a manor house, Everthorpe Hall,

built in 1871. The Hall was used for many years as a staff social venue and training centre but has been out of use for over 10 years. In all there are 55 rooms, a range of stores and outbuildings and two courtyards. Adjacent to the Hall is an old farm, stable block, farm manager's office, smaller infill property and associated stores. There is also a walled garden, stream and pond. The site, including the merged prison, is 120 acres: with the Hall, fields and farmstead covering 45 acres of this.

The Hall has suffered from neglect. Some areas of the external fabric, particularly the roof, are in urgent need of repair, although some remedial work has been done. Various surveys have been undertaken on the main Hall building. This has included a full dimensional survey, structural, mechanical, damp and decay, and electrical surveys. We have undertaken ecological surveys to assess what species and habitats exist on site. Separate asbestos surveys were commissioned by HMP Everthorpe and asbestos removed.

Generally, the building appears to be structurally sound and includes impressive rooms, with large windows and original features, which could be put into good use as part of a new facility. A cost plan has been developed for refurbishment of the building and this has been broken down into groups of tasks with the aim of as much work as possible being undertaken by prisoners as part of a wider employment and skills offer, linked to the workshops inside.

The regional context

Yorkshire and the Humber covers 15,408 square kilometres and is the fifth largest region in England. Its population of 5.2 million in 2007 is larger than Scotland's. Over 80 percent of the population lives in urban areas. The Humber sub-region is dominated by the estuary and its river systems and framed by a Heritage Coastline to the East; an Area of Outstanding Natural Beauty (the Lincolnshire Wolds) to the South;

Table 1: Recruitment needs by sector in the Humber sub-region

| Sector | Employment 2011 Baseline FTEs | Total Recruitment 2015 including growth, transformational impact and replacement demand | | Total Recruitment 2020 including growth, transformational impact and replacement demand | |
|-------------------------------------|----------------------------------|---|-------------------|---|-------------------|
| | | Number | % of 2011 emp. | Number | % of 2011 emp. |
| All Sectors Total | 318,814 | 20,833 | 7% | 65,057 | 20% |
| Business Services | 30,161 | 5,658 | 19% | 11,511 | 20% |
| Transport | 23,148 | 4,118 | 18% | 10,270 | 44% |
| Health | 40,328 | 1,247 | 3% | 7,499 | 19% |
| Construction | 24,426 | 3,285 | 13% | 6,502 | 27% |
| Retailing | 27,011 | 2,380 | 9% | 5,826 | 22% |
| Other Manufacturing NEC | 2,844 | 2,388 | 84% | 5,131 | 180% |
| Education | 25,034 | -524 | -2% | 3,624 | 14% |
| Wholesaling | 20,639 | 786 | 4% | 3,351 | 16% |
| Other services | 15,215 | 1,500 | 10% | 3,095 | 20% |
| Hotels and Catering | 14,027 | 1,486 | 11% | 2,990 | 21% |
| Other Financial & Business Services | 4,687 | 934 | 20% | 2,273 | 48% |
| Machinery & Equipment | 3,599 | 787 | 22% | 1,481 | 41% |
| Paper, Printing & Publishing | 6,797 | 222 | 3% | 894 | 13% |
| Minerals | 3,781 | 473 | 13% | 645 | 17% |
| Communications | 4,062 | 180 | 4% | 525 | 13% |

Source: Regional Economic intelligence unit

the Yorkshire Moors and Yorkshire Wolds to the North; and the Yorkshire conurbations to the West. The county of Humberside was abolished in 1996. However, Humber is still used to refer to the sub-region including four authorities: East Riding, Hull, North Lincolnshire, and North East Lincolnshire. Key agencies cover these areas including the Local Enterprise Partnership, the Office of the Police and Crime Commissioner, Humberside Police, Humberside Probation and Humberside Fire and Rescue Services.

The economy

The employment rate in Yorkshire and the Humber stood at 69 percent in the first quarter of 2012, lower than the UK rate of 71 percent. In April 2013 the number of Jobseeker's Allowance claimants was 32,232, which is six percent of the working age population, compared to four percent nationally. In April 2011, the median gross weekly earnings for full-time employees on adult rates who were resident in the area was £466, lower than the UK median of £501. There was a two percent decrease in house prices in the region in 2011 and in July 2013, Hull was found to have the second lowest property prices in the UK.

Humber energy

The Humber sub-region is the largest trading estuary in the UK and the fourth largest in Europe, with a chemical and process sector worth £6bn a year and international expertise in logistics. Forty million consumers and over 60 percent of the country's manufacturing capacity lie within a four-hour drive of the Humber. The region is home to the largest proportion of biofuel production facilities in the UK with a growing biomass sector with an emerging supply chain providing feedstock, equipment, skills and technologies and a world first in the production of energy from food waste. There are many onshore and offshore wind energy projects in the area, including some of the largest offshore wind farms currently under development. Work has commenced on the Humber Gateway project, which will become the UK's largest offshore wind farm, with 73 wind turbines five miles (8km) off Spurn Point. The Humber Gateway wind farm will generate enough electricity to power 170,000 UK homes. The Hornsea Offshore Wind Farm scheme, a joint venture between Mainstream

Renewable Power and Siemens Project Ventures GmbH, is now in the final stages of consultations.

The Humber Local Enterprise Partnership (LEP) is a business-led partnership that works closely with government to promote and develop the economic area surrounding the Humber estuary and to provide strategic leadership for economic growth. Its Skills Commission highlighted opportunities for the region and the need to strengthen the skills base if these are to be grasped. As the Commission's Chair, Nic Dakin said: "The Humber, more than any other area of the UK, sits on the edge of great things if it can but respond to this challenge. It is well placed through its history and its geography to seize the opportunities presented today by renewable energy amongst other things. To do this it needs to maximise its strengths and, more than anything else, deliver on skills."

The Commission's recommendations included the creation of a major 'green' skills hub for the sub-region and a skills investment fund to up-skill the local population, including offenders. In addition to specific sector skills, evidence to the Commission highlighted the need for a stronger general skills base, including basic skills, employability, resilience and work ethics, with more work experience opportunities needed for those at the lower end of the skills set.

The Transitions team has been consulting with employers in the area; many echoed this message. Some were open to seeing ex-prisoners as part of the wider employment, skills and regeneration agenda, but many identified a need for improving basic employability skills alongside more accessible risk assessment processes, and effective matching of jobs to people and ongoing support.

Table 2: Contributing factors and offender needs in the Humber sub-region

| Attribute | Community Sentence and on License | Custody |
|--|---|--------------------------|
| Education, training and employment | 35% unemployed and 32% linked to offending behaviour | 69% and 34% respectively |
| Physical and mental health | 25% general health problems | 35% |
| | 19% psychological/depression | 56% |
| | 18% self-harm | 33% |
| | 13% psychiatric problems | 73% |
| Substance misuse | 24% where drugs linked to offending | 48% |
| | 42% where alcohol linked to offending | 54% |
| Finance benefit and debt | 23% attributed to offending behaviour | 48% |
| Relationships and lifestyle (families and children) | 45% where offending behaviour linked to relationships | 65% |
| | 48% where offending behaviour linked to lifestyle | 82% |

Source: Humberside Probation Trust March 2012

Crime in the Humber sub-region

- 76,613 recorded crimes (Humberside, Oct 2010 to Sept 2011).
- Of the 12,727 offenders (Oct 2009 to Sept 2010), 3,779 (29.7%) went on to re-offend in the following 12-month period, compared to an England and Wales average of 26.3% (MoJ data for 2009).

- These 3,779 re-offenders committed 9,442 offences: an average of 2.5 offences per re-offender.
- Young offenders are slightly more likely to re-offend than those in 18+ age ranges.
- 241,000 people were unemployed in Yorkshire and Humberside in Jan – Mar 2012, down 1,000 from previous quarter (ONS). Nearly 10% jobless.

Source: Humberside Probation Trust March 2012.

Crime in the Humber sub-region

Home Office statistics published in July 2013 show that crime fell in the Humber sub-region by 11 percent between 1 April 2012 and 31 March 2013, higher than the national fall (seven percent). The Humber sub-region saw reductions in violence with injury, robbery, domestic burglary, vehicle crime and criminal damage.

The overall reduction in recorded crime has continued a trend of recent years. The justice services work well and closely together and Humberside Probation Trust retained its five stars in the Recognised for Excellence (R4E) earlier in 2013. However, the level of crime in the area – in particular in urban centres – remains a major concern. The area continues to record high levels of violence with injury and non-domestic burglary in comparison to other forces and the sub-region includes some areas with higher than average crime rates.

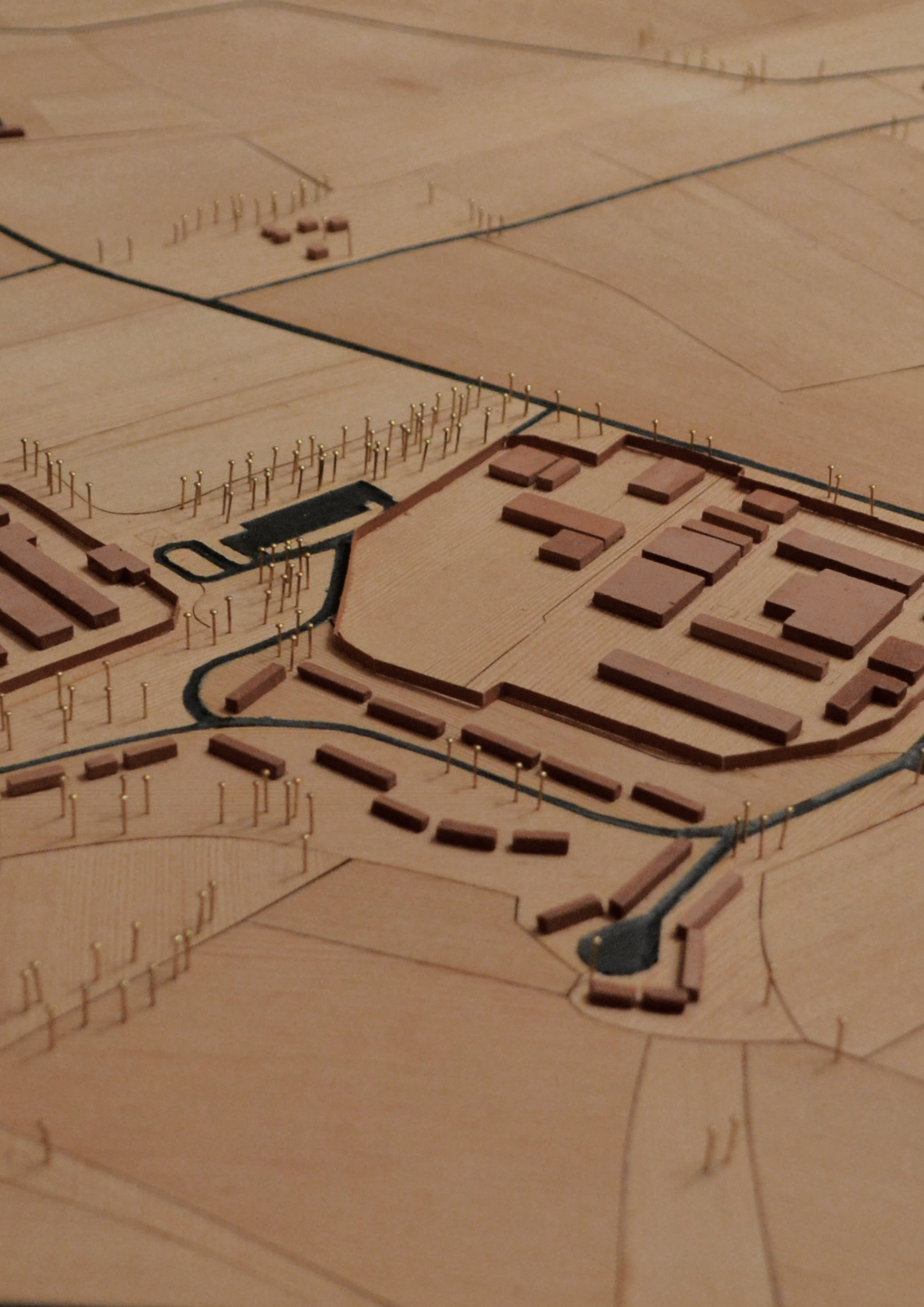
The profile of offenders in the region is not dissimilar to the national picture, with high levels of mental health problems, unemployment and substance misuse linked to offending. A survey done by HMP Humber at the end of 2013 gives some insight into the needs of prisoners and their background but needs to be treated cautiously as it included 400 prisoners and was self-selected and reported.

Feasibility study

A large part of our work has involved mapping stakeholders in the Humber sub-region and undertaking detailed consultation with a range of stakeholders, including prisoners and other service users, prison staff, employers, local statutory and voluntary services, civic leaders and the community. The process has three stages: stakeholder mapping and engagement; asset and network mapping; and master-planning.

Table 3: Analysis of needs survey HMP Humber

| Question | No. Answered | Agreed | % |
|---|--------------|--------|----|
| Do you consider yourself Gypsy/Romany/Traveller? | 336 | 9 | 3 |
| Is this your first time in custody? | 339 | 84 | 25 |
| Are you a foreign national? | 333 | 6 | 2 |
| Is English your first language? | 337 | 331 | 98 |
| Do you need help with housing? | 334 | 169 | 51 |
| Were you working just before prison? | 340 | 159 | 47 |
| Were you in education or training before prison? | 334 | 29 | 7 |
| Were you excluded from school? | 338 | 154 | 45 |
| Did you attend school regularly? | 341 | 223 | 65 |
| Do you have a long term learning difficulty or disability? | 340 | 55 | 16 |
| Do you have a skill or a trade? | 340 | 227 | 66 |
| Are you qualified in this skill or trade? | 279 | 198 | 70 |
| Would you like further education, training or retraining? | 318 | 163 | 51 |
| Were you under the influence of drugs/alcohol when the offence was committed? | 341 | 212 | 62 |
| Do you use illegal drugs? | 336 | 158 | 47 |
| Do you use illegal highs? | 336 | 60 | 18 |
| Do you take prescribed drugs? | 336 | 144 | 43 |
| Did taking this drug have a negative impact on life? | 251 | 126 | 50 |
| If drugs do have a negative impact do you want help? | 231 | 80 | 34 |
| Do you drink alcohol? | 340 | 213 | 63 |
| Does drinking alcohol have a negative impact on life? | 311 | 96 | 31 |
| If alcohol does have a negative impact on life do you want help? | 261 | 59 | 23 |
| Do you have other addictions? | 334 | 44 | 13 |
| Do these have a negative impact on your life? | 227 | 62 | 27 |
| If addictions do have a negative impact on life do you want help? | 216 | 51 | 24 |
| Have you previously been on a course or therapy programme? | 338 | 185 | 55 |
| Do you have a long term mental health disability? | 321 | 78 | 24 |
| Do you need help with mental disability? | 258 | 63 | 24 |
| Are you a self-harmer? | 335 | 27 | 8 |
| Do you need help for self-harming? | 282 | 12 | 4 |
| Do you smoke? | 338 | 250 | 74 |
| Do you require help to stop smoking? | 319 | 133 | 42 |
| Do you use the gym? | 340 | 235 | 69 |





We have engaged and consulted with hundreds of individuals and organisations. This has included a series of events, including 23 workshops inside and outside the prison, a volunteering day and community events, as well as attending countless meetings. We have been overwhelmed by the willingness to engage, the interest shown from within the prison, the local area and wider region, and by the positive response. Without this participation, and without continuous consultation and feedback, the model would be based on our assumptions and dry evidence alone, not the creative and instructive process of co-design.

Asset and Network mapping

Very crudely, asset and network mapping can be used to identify the range of things that are important to individuals and groups in meeting a certain goal, be it changing their community or – as in this case – rehabilitation. The process helps to map the personal, physical, social, community and cultural assets they value, and the social networks and connections they feel they need to thrive. The process can be a powerful tool for identifying the particular assets and networks valued most in meeting certain desired outcomes. Asset and network mapping, used as we have done as a repeated exercise with different groups aiming for the same goal, can provide a good indication of both perceived levels of which of these things are present, the relationship between them and how gaps could be best filled.

Workshops

We drew heavily on the RSA's recovery model when we undertook workshops in summer 2013 with prisoners, staff and ex-offenders. Participants were asked a range of questions in order to identify the things they felt were most important to ensuring that prisoners did not reoffend: what we call rehabilitation capital.

These aspects could be personal (for example, confidence), social (for example, family), community (for example, housing) and cultural (for example, attitudes of others). Prisoners were asked about these things in relation to themselves, whereas the focus with prison staff was about both themselves and the attributes and resources they felt were important.

Workshops tried to identify the key 'nodes' in the prison that they felt were most important and whether these helped or hindered, or were neutral, in relation to increasing levels of rehabilitation capital. A longer and more detailed analysis of this work is available as a separate document. Here we focus on some key cross cutting themes.

Empathy and understanding

Many raised the importance of officers being able to understand prisoners. It was clear that officers in particular have a clear sense that this means two related things; one was around appreciation of the circumstances many prisoners came from. As some pointed out, many officers come from similar communities and neighbourhoods. The other was more around empathy and 'tough

love'; the ability to instill both discipline and support prisoners.

Asked what they felt was the most important asset they needed to increase chances of rehabilitation, prison officers were more likely than prisoners to identify things like security and discipline. Prisoners were more likely to identify family and work. However when it came to personal assets, there was a lot of agreement that empathy, understanding and respect were critical. Other than time – with a focus on a need for one to one time with prisoners – officers identified understanding and/or empathy as the most important quality they needed. And whereas they felt comfortable with current levels of discipline and security, they felt that empathy and understanding needed to be strengthened.

Public attitudes

Very many prisoners felt that a huge barrier to their rehabilitation when they leave prison will be the attitudes of employers. Alongside lack of skills and job vacancies, many felt they simply would not be given a chance even to get to an interview, let alone secure employment. They were highly skeptical that they would be offered paid work, even those who had skills and/or those in the Kairos Unit on work placements.

The lack of engagement of employers was a theme that ran through all workshops; the need to not just engage more but at scale. But in relation to public attitudes, the resounding issue from officers in particular was a deep sense that people did not understand, appreciate or value what they did. This they believed made it much harder to keep motivated, particularly when facing a squeeze on resources and changes to their work life that added additional pressure.

Self-determination

It is not surprising that prisoners felt disempowered and frustrated by the lack of choices and ability to make the choices they wanted to. For many, this was about securing places on workshops they wanted to attend, securing category D, and a raft of other issues, which to the outside world might seem petty but inside prison take on huge significance.

Few prisoners inside could or would talk about the personal/emotional attributes they most needed to put crime behind them; this may

be because they did not know, or did not feel comfortable sharing. Those in the Kairos Unit were much more vocal about the need for confidence and 'knowing yourself' in order to make better choices.

But it is not just prisoners who felt disempowered. Prison officers and other staff – with some notable exceptions – felt that they were unable to use their common sense to make decisions, and had very little flexibility, or ability to progress either the rehabilitation offer for prisoners or their own career. The issue of training and work progression was critical; a common example given was the fact that officers were perceived as 'key holders', but had often developed skills on the job, which went unrecognised. Some felt they were under-utilised and that the competency based assessments and grading system left little chance of progression. Others felt they were expected to respond to complex needs and risk – for example when on the segregation wing – without either training or recognition.

Overall officers felt that prison life was largely invisible and the realities of policy changes on the horizon too complicated to be understood. This left them with a sense that they had no public support when faced with additional pressures, cuts and poor outcomes.

Surveys with prisoners

Through a survey, we have gathered the views of a third of the population (234 responses) of what was HMP Everthorpe. We have just completed a survey within the HMP Wolds site, with a higher return (these are in the process of being collated). All prisoners were given the opportunity to complete the survey and those who did so were self-selecting.

The number of returns is largely down to the fact that the survey was co-designed with prisoners and ex-offenders in workshops and with the involvement of prisoner reps on each wing. We also assured prisoners that results were confidential. For the purposes of this report we have pulled out some of the findings of the Everthorpe survey; a fuller version will be available once we have all the returns.

The majority of the prisoners who filled in the survey described themselves as white British (85 percent), with the next biggest group being British Asian (seven percent). Only 70 percent

of all respondents said they could write English well, although for 98 percent this was their first language.

Three in five (58 percent) said they either had a problem with alcohol in the past, currently had a problem (five percent) and seven percent feared they would have a problem after leaving prison. Around 30 percent were currently receiving help with drugs and/or alcohol issues. Sixty-five percent had served time in an adult prison, and 43 percent had served time in a Young Offenders' Institution.

Skills and work

- Asked how they can improve themselves in ways that matter to them, the three answers that were most popular were: work (83 percent); building better relationships (54 percent); and skills (54 percent).
- 24 percent said they could not write a CV; 14 percent could not fill in a job application; and 22 percent said that they could not attend a job interview.
- 65 percent said they were confident with reading; under half were confident about keeping healthy; and just over a half were confident about using the internet to find out information. When it came to vocational skills they felt they had, the highest score was for construction and maintenance (56 percent), then painting and decorating, and gardening (both just over half). Two in five felt they had skills in ITC and a quarter in supporting and mentoring offenders.
- Construction and maintenance scored highly (60 percent) in areas prisoners would be interested in working in. Other popular areas were painting and decorating, and gardening (both 47 percent), followed by mechanics and sport/fitness (both over a third).
- Nearly half of the respondents were interested in starting a business or 'sometimes' interested (32 percent).

Relationships

- Nearly two-thirds of respondents had children; 40 percent said they had

children and had a good relationship with them; and a fifth had children but with little or no contact.

- In terms of not committing crime again, 91 percent of respondents said family was the most important support needed; 78 percent said friends; and over half said probation officers.
- A third felt prison officers were an important source of support in this respect (scoring higher than other staff and instructors).
- When asked about relationships back home, only a quarter had good relationships with employers; just under a half had a good relationship with a spouse; and 10 percent had links with voluntary or community groups.
- Just over half had family members who had been inside, and 39 percent said many of their friends has been in prison
- 26 percent strongly disagreed that there was anyone inside to help them keep out of prison in the future.
- When asked whom they enjoyed spending time with, 19 percent said officers and 13 percent the chaplaincy. If they needed advice or support, 20 percent would turn to prison officers, with family and friends again being the main source of advice. 41 percent said they had no one to ask for help
- Half agreed or strongly agreed they would like more face-to-face time with their personal officer in prison, and 56 percent agreed or strongly agreed that they were making some progress inside (13 percent disagreed or disagreed strongly).
- Talking to strangers was identified as a challenge for about a fifth of respondents. Other issues identified as challenging included self-expression, with 18 percent rating themselves low on this; listening to others (five percent); managing emotions (18 percent); ability to bounce back (10 percent) and motivate themselves (eight percent).
- When asked whether they belong to a community, a quarter identified prison; 45 percent identified their local community; and 22 percent said they did not belong to a community at all.

Visitors

Each year there are more than 30,000 visits to the prison, the majority of which will be family members, close friends or partners. In accessing their views and ideas, Transitions undertook a survey involving 83 visitors in December 2013 across both the Everthorpe and Wolds sites. This focused on visitor support, skills, transport, and prisoner resettlement needs, and how these could be better met by HMP Humber and by the potential Transitions project. We drew on an earlier survey involving 97 visitors on the Everthorpe site in summer 2012 which focused on visitor support and transport needs. In our samples:

- More than three quarters of adult visitors are women.
- A third of the visiting groups had children with them, the majority with one child under seven years old.
- A third of visitors were the spouse or partner of a prisoner.
- A quarter are parents.

These surveys were supplemented by additional discussions with visitors that took place during a family day held at the Wolds site, and interviews with the relevant children and families team, including the Pre-School Learning Alliance who assist with activity at the Wolds site.

- In general visitors found staff friendly and accessible at both sites.
- Around half of all visitors come from within the Humber sub-region.
- Approximately 15 percent come from outside the Yorkshire and Humber region.
- Just over 60 percent travel in their own car; around 10 percent travel by bus and four percent travel by train. The balance relied on friends for lifts. A significant minority (13 percent) experience difficulties in travelling.
- Visitors dependent on public transport were more likely to experience longer waiting times, sometimes up to two hours. Half of the participants wait in the car park and the other half in the waiting room.
- Nearly 60 percent of visitors cited other commitments and time constraints as a

barrier to visiting. Other issues included transport availability and costs.

- There was support (40 percent) for joint training, particularly around practical skills focused on employment and life skills, including cooking and parenting.
- There was strong support for more family day.
- Most participants utilise the cafés during visits; many suggested that developing a more efficient way of getting visitors inside and running the café.
- The majority said they turn to family or friends when things go wrong, and 17 percent get support from the offender. Around 20 percent of participants from the Everthorpe site have a friend who also attends prison visits.
- Aside from childcare the most popular request for additional support was general advice and finance.
- A third of visitors have worries about the offender, when he comes out, across a range of issues. This included psychological support over and above parenting advice.
- More than 50 percent said there was a need for a visitor's network.

The practical merger is still taking place, and this has meant a delay in a final survey with the 'new' staff team; this will focus on staff skills and aspirations.

Master planning

Following (and in parallel) with the extensive stakeholder engagement work already carried out, a series of master-planning workshops were organised to engage people with the development of emerging options for the Transitions Park business model and its physical realisation on the site.

A master-planning consultation 'toolkit' was developed, key parts of which were made in the prison workshops. The toolkit was used to engage with prisoners, officers and other members of staff; with businesses, public and social enterprise organisations; local residents and politicians. In all, around 150 people engaged with these events. Questionnaires were distributed to capture this information.



In developing the master plan, some key issues arose in relation to the site and Transitions. First was concern about increased traffic to the site. Second was enthusiasm for the RSA's potential strategic role in getting agencies working together. Third, a great deal of emphasis on where the current and future skills gaps in the region could provide opportunities for work programmes in prison and jobs on release.

Almost all respondents supported the project, with many expressing strong support across the groups, including local residents and politicians. Residents were also concerned that there would be significant residential accommodation on the site for offenders and ex-offenders. This had already been ruled out as being inappropriate for this site. Three broad models emerged:

1. Transitions Green Technology Park
2. Transitions Everthorpe Hall Park
3. Enterprise and Industry Park

The first option, Transitions Green Technology Park, was the most preferred, though in the discussions many respondents said that they felt aspects of the other models could be incorporated into this option. In taking these considerations into account we have developed and costed the Transitions Green Skills Park in HMP Humber that will include:

- Courtyard complex.
- Offices, public and educational functions provided within the renovated manor house and the adjacent courtyards and buildings.
- A Health and Wellbeing Centre and 'start-up' flexible business units.
- Light industrial/training units.
- Field learning centre.
- Access road and car parking.
- A café and events space that will act as a meeting and information exchange space, as well as a potential interaction between the project and the wider world.

Transitions Green Technology Park

Conceptually based on an agenda of sustainability, incorporating green technology industries, which could include for example sustainable construction, renewable energy and so on, but

also including 'softer' skills such as sustainable land management, food growing and recycling.

Transitions Everthorpe Hall Park

Capitalising on the historic asset of the Hall, the concept is to create a visitor attraction of some description that could be a conference/events facility, with formal gardens, training for hospitality and horticulture skills.

Enterprise and industry Park

Emphasising the need to create employment and skills training, this model considers the core functions of the site as light industrial and facilities for start-up businesses. This could focus on providing services and goods within the prison as well as in the wider region and beyond.

Transitions 'academy'

The RSA and the Gelder Group are working together to raise funds to transform the centre-piece of the Humber site, Everthorpe Hall, into a skills and enterprise hub that will be opened up for use with three core groups in mind:

- Service users, including category D prisoners, offenders on license and prisoners' families. The aim would also be to develop training and skills offers for prisoners inside HMP Humber, as well as ex-offenders who are struggling to secure work.
- Individuals in the local community, including the villages of North and South Cave and the Beck Road estate adjacent to HMP Humber.
- Local entrepreneurs and micro businesses/start ups. There is a shortage of space in the area for business hubs aimed at this group.

The aim of this will be to provide a space for the following activities.

1. The development of skills. The hub will include providing through the gate training for category D prisoners (alongside employment on and off site secured through HMP Humber and Transitions). It will be the base from which the Gelder Group develops their work inside HMP Humber as well as

provision through the gate. The aim would be to develop an offer based on progression and continuity from custody to community, as well as for those offenders in the community. The modeling of this will be done with service users, prison education providers and employers, but we anticipate this will include apprenticeships and NVQs, including Level 3 which are currently not funded inside prisons. We are developing a pipeline to understand who is 'coming through' the system, with the aim of securing funding for taking people to the next level when that is sensible. The proposal here is to engage RSA Fellows in sponsoring individuals through this process.

2. Business start-ups and small social/enterprises. Many offenders and ex-prisoners struggle to access work when they have completed their sentence. Some have worked before and have some of the skills they need to develop their own micro-businesses. Others want to secure work in the marketplace but will struggle to find jobs. Transitions will aim to help offenders to set up their own businesses (often as sole traders) providing the added support they need such as marketing, financial management or business planning skills.

It will also support offenders in developing the skills (and qualifications where needed) so that they have a better chance of securing jobs with existing employers. Transitions will also take on some prisoners and ex-offenders as part of the project. In the short term, as much of the renovation work as possible will be undertaken by offenders alongside developing their skills. Providing a business hub within the Hall will not only help to deliver to local need, but also bring entrepreneurs and small businesses into the Transitions space, enabling business support, skills transfer and mentoring for offenders.

3. Events, seminars and research; Transitions is a national project (the first of its kind) based in Humber. It aims to develop as a centre of innovation and excellence in relation to justice services and become a focal point for research, debate and participation. This will include hosting research, public

events and seminars. Much of Transitions work will continue to be based on ongoing consultation with offenders, the community and local services. The hall will include a multi-purpose courtyard and café space that can be used as a hospitality space to support events and provide a place to engage with prisoners' families.

These activities will utilise the Hall, provide opportunities for offenders and ex-offenders to gain employability skills and training in a supportive environment, while benefitting the workforce and local community. They will also ensure the long-term sustainability of the Hall and the surrounding land as a venture, bringing in revenue from rent, contracts for training and employment and commercial income.

Transport

Transport will be critical to delivering Transitions' wider aims. Future work in this area will focus on three key areas of potential transport need:

- Providing transport to work placements, passenger carrying vehicle (PCV) Driver training and volunteering or work. placement opportunities for Category D prisoners (low-risk offenders who can be released during the day to work).
- Providing better transport connectivity for families visiting relatives at the new HMP Humber site, either through improved commercial and/or community transport provision.
- The potential for providing 'in house' transport provision, including maintenance facilities and cycle re-cycling and repair facilities.

Five Ways of Wellbeing

The development of the Health and Wellbeing Centre as part of Transitions is informed by the Five Ways to Wellbeing developed by Aked, Marks, et al (nef 2008):

- Connect: encourages the development of family networks, wider service user and community engagement.
- Be active: encourages physical exercise that is regarded as enjoyable and at a

level that fits the individual's current fitness and mobility.

- Take notice: focuses on practice – such as mindfulness – informed by evidence of predictors to positive mental states and greater self-regulatory behaviour.
- Keep learning: highlights the importance of re-discovering old skills or developing new, and will be supported by offering training around drug and alcohol awareness including accredited courses.
- Give: informs our thinking about the role of peer mentors in supporting recovery and supporting those who give their time to grow their sense of connectedness and wellbeing.

These approaches would be transferable for use within the prison community to provide a therapeutic element for the population that would be available both six months prior to and upon release. Our approach is based on evidence from Sacks S., Chaple M., Sacks J.Y. et al that shows that there was a marked improvement in re-offending levels following involvement in a therapeutic programme.²⁹

In supporting the diversion away from re-offending, Transitions will develop a pre – and post-therapeutic community and focus on a programme including interventions on housing, life skills, crisis support, peer support, daytime activities and active citizenship. Drawing on evidence that involvement from both peer mentors and mutual aid groups can support clients in either reducing or stopping their substance misuse and sustaining recovery, this will be a core element of the Centre.

It is conceived as a hub for health services including wider community provision, alongside services for those with drug and alcohol issues. The Centre will continue to be co-designed locally, and in doing so we are working with existing services within East Riding, although service users will come from across the sub-region. This includes Alcohol Aftercare, the peer-mentoring project that engages former and current users of treatment services to provide peer support to clients who may be starting out on their treatment journey.

‘Green’ skills and enterprise

Not surprisingly, in testing and shaping the Transitions model with HMP Humber we arrived at a particular model for the Transitions Park component, based on developing skills for green industries. Future work is grouped into a number of common delivery areas and this includes:

- Green skills enterprise and training incorporating training providers, with start-up business support and light-industrial employment.
- Providing opportunities such as food growing and community engagement and supporting the necessary infrastructure for an exemplar ‘green’ development.

Transitions fits with the legal and pragmatic need for the UK to transition from a carbon intensive to a low carbon economy. In moving to the next stage of development we are exploring the potential for:

- Further engagement with the energy sector including solar, biomass, energy efficiency and wind power enterprises with a focus on skills, employment and small-scale onshore renewables on site.
- Social enterprises focused on waste reduction, recycling, food and horticulture, utilising the site and identifying skills and employment opportunities within custody and in the community.
- Identifying grant and income generating opportunities linked to the sustainability agenda, with a focus on the long-term financial and environmental sustainability of the project.
- Further engaging with the MoJ’s sustainability team including officials leading on energy, waste, biodiversity and social enterprise.
- Shared learning between Transitions, HMP Humber and examples of ‘green’ prisons and related innovations within the UK estate and further afield.
- Engaging with the supply chains likely to be impacted by the Siemens deal and further developments, particularly where there are displacement opportunities most relevant for ex-offenders.

- Applying this learning to the site development, including offender-led refurbishment of the central Hall and construction of new buildings.
- Continued engagement with learning, skills and employment providers and employers on aligning HMP Humber/Transitions to the opportunities in the area.

This work will help Transitions – and HMP Humber – to align developments in order to give offenders increased chances of securing work and developing their own ambitions in line with the opportunities in the sub-region and its particular wider public value.

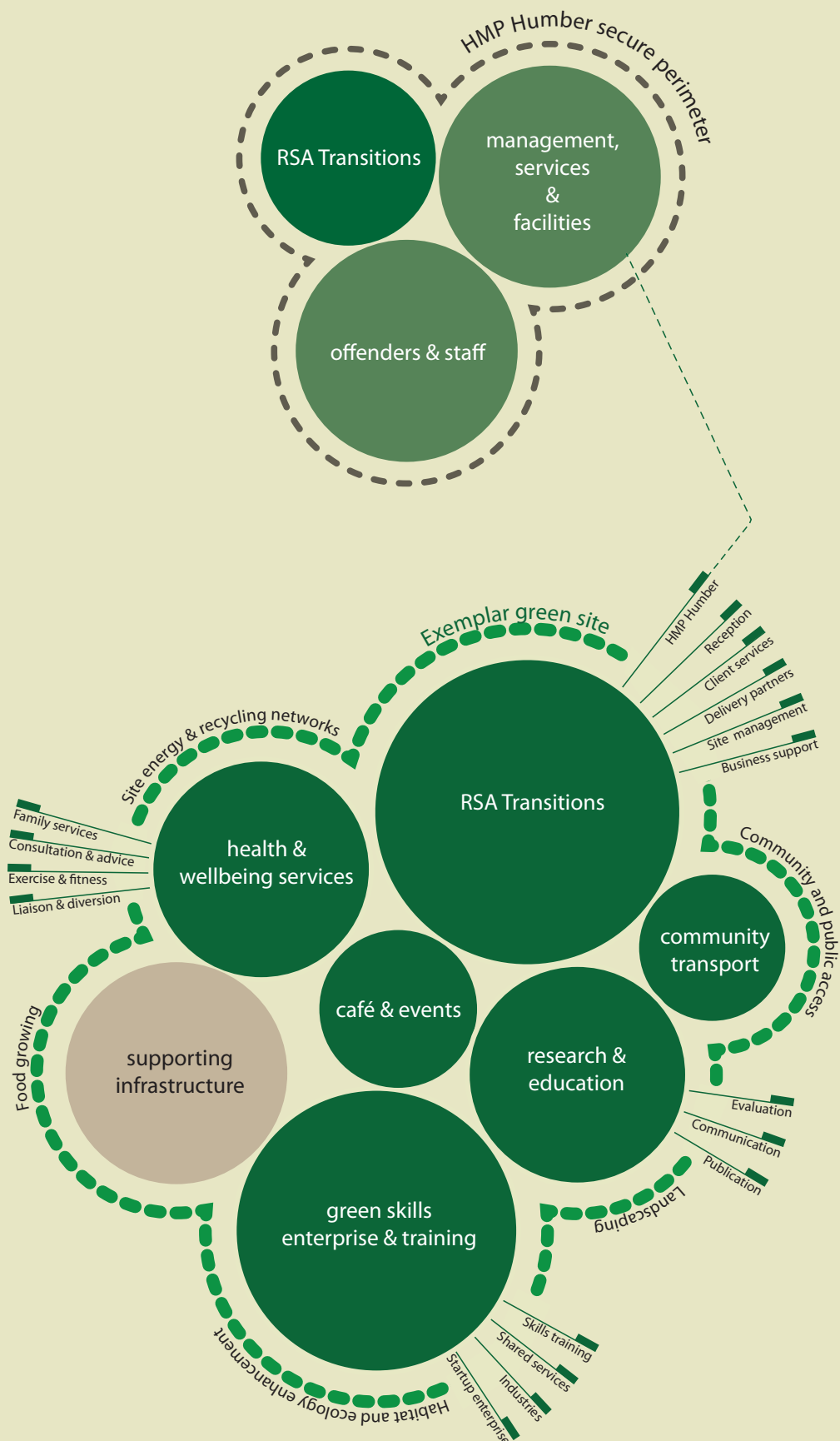
Social enterprises and the real economy

The Humber sub-region is one of Europe's largest food processing centres, with Greater Grimsby known as 'Europe's food town', hosting the largest fish market in England and Wales. The catering sector is expected to grow with the new investments to the area, and food policy features in the Hull city plan, in recognition of increasing food poverty and health concerns. The city plans to develop local engagement with food growing and community bulk buying, and to create a city farm for this purpose.

More locally, the site that Transitions is working on is used for horticulture, employing a small number of Category D prisoners. In exploring the short to medium-term development of social enterprises we have focused on the local economy, offender skills and aspirations and on building on existing provision and areas of excellence within the prison. These include five key aspects:

- Looking at a more granular level at where the skills gaps lie in the region in relation to food and horticulture, drawing on the survey work we have already done. This work would need to address in detail the options for employment and skills (onsite and in custody) and how these fit within current commissioning and funding arrangements.

- Exploring the potential for developing the spare kitchen on the HMP Humber site as a social enterprise that can enhance opportunities for employment, training and qualifications. This work will continue to be done with the prison's catering manager and catering staff and draw on examples elsewhere in the service. This will scope in detail short to medium-term opportunities for providing food to some parts of the prison and Transitions site alongside training outcomes. This will include looking at routes to work, potential partnerships in the area and independent living skills. It will explore longer-term opportunities linked to the development of the HMP Humber site/Transitions and the Market Garden, a private business outside the prison but not on the MoJ site. In understanding the opportunities available within the wider 'ecology' of the prison and Transitions as it develops, we will need to design innovations that can work within current procurement arrangements.
- Exploring the potential for expanding current work on site (horticulture) to food production and waste management. This work will focus on generating work opportunities for Category D prisoners in the short-term with a longer term plan linked to the development of the Transitions project, in particular the café and health and wellbeing centre. The core focus will be to look at enhancing the commercial opportunities that exist with an aim of developing a social enterprise.
- Assessment for the potential of linking this work and the wider food offer to broader public health and independent living skills. This will include developing our understanding of how to educate and inform prisoners and families about health and nutrition, and assessing how this can engage prisoners and existing provision such as the gym and catering sites.



The authors

Rachel O'Brien

Rachel has worked in policy, communications and project design and delivery for some 20 years. She has worked in senior roles for the RSA, Shelter and ippr. In 2008/9 she was a special advisor to Ruth Kelly, the then Communities minister, and has worked with a range of organisations as a consultant. She wrote *The Learning Prison* (RSA 2008) and *Transitions* (RSA 2011) and has relocated to East Yorkshire to lead this project.

John Marshall MBE

John has extensive experience as a project manager in civil engineering and the third sector. He was Head of Community Services at the Goodwin Development Trust for 14 years, overseeing a considerable expansion of its work in deprived areas and nationally. He has been working with HMP Everthorpe for some years to enhance its external links and lives locally.

Roland Karthaus

Roland has expertise in developing and commissioning projects. He has extensive experience in regeneration, stakeholder engagement and consultative design. He is a part-time senior lecturer and researcher in Architecture at the University of East London.

Advisory Panel

- David Archer, Director, Socia Ltd
- Lord Best
- Nina Bolognesi, Director of External Affairs, RSA
- Kath Dalmeny, Policy Director, Sustain
- Phil Emery, Community Partnerships Director, Sodexo
- Doug Hook, Senior Probation Manager, Hertfordshire Probation Trust
- Shadd Maruna, University of Belfast
- Robert Morrall, Director, Insider Access
- John Podmore, writer and consultant and former governor of HMP Brixton
- Hugh Rolo, Director of Innovation, Locality

The Transitions team reports to the RSA Trustee Board and to a regular risk review team in London.

For more information about the project please visit: www.thersa.org/transitions or contact the Transitions team on 01430 425406 or administrator.transitions@rsa.org.uk

Endnotes

1. See 'The RSA strategic review – The Power to Create'. Available: www.thersa.org/fellowship/news/the-next-direction-for-the-rsa
2. Commission on 2020 Public Services (2010) *From Social Security To Social Productivity: a vision for 2020 Public Services*. London: RSA.
3. Ministry of Justice (2014) *Population and Capacity Briefing for Friday 25/04/2014*. London: MoJ.
4. Ministry of Justice (24 April 2014) *Proven Re-offending Statistics: Quarterly Bulletin July 2011 to June 2012, England and Wales*. [Statistics Bulletin]. London: MoJ.
5. Ibid.
6. National Audit Office (December 2013) *Managing offenders on short custodial sentences*. London: NAO.
7. Ministry of Justice (17 October 2013) *Costs per place and costs per prison, National Offender Management Service Annual Report and Accounts 2012–13 Management Information Addendum*. [Information Release]. London: MoJ.
8. The Equality Trust www.equalitytrust.org.uk/research/imprisonment
9. Kenneth Clarke speech 30 June 2010, 'Justice Secretary plans 'radical' prison policy change': Available: www.bbc.co.uk/news/10457112
10. O'Brien R. (2011) *Transitions*. London: RSA.
11. Ministry of Justice (May 2013) *Transforming Rehabilitation, A Strategy for Reform*. London: MoJ.
12. RSA Events (24 March 2014) 'Creating a Rehabilitation Culture'. Available: www.thersa.org/events/audio-and-past-events/2014/What-is-a-Rehabilitation-Culture-and-How-Can-We-Make-One
13. Dagger, R. 'Playing fair with prisoners', *RSA Journal*, Winter 2012. Available: www.thersa.org/fellowship/journal/archive/winter-2012/features/playing-fair-with-prisoners
14. See RSA Connected Communities: www.thersa.org/action-research-centre/public-services-arts-social-change/connected-communities
15. Granfield, R. and Cloud, W. (2001) 'Social context and "natural recovery": the role of social capital in the resolution of drug-associated problems' in *Substance Use & Misuse* 2001, Vol. 36, no. 11, pp. 1543–1570. Switzerland: Informa Healthcare.
16. O'Brien, R. (2010) *The Learning Prison*. London: RSA.
17. Ministry of Justice (December 2010) *Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders*. London: MoJ.
18. RSA (2001) *Closing the Humber Gap: transforming rehabilitation in the sub-region*. London: RSA. Available: www.thersa.org/transitions
19. MoJ (2001) *Asset Management Strategy*. London: MoJ.
20. Locality (2014) 'Community assets transfer to reduce re-offending' [web page]. Available: <http://locality.org.uk/news/community-assets-transfer-reduce-reoffending/>
21. Ministry of Justice (March 2013) *Analysis of the impact of employment on re-offending following release from custody, using Propensity Score Matching*. London: MoJ.
22. For example see Halpern, D. (2004) *Social Capital*. Cambridge: 2004 and Ormerod, P. (2012) *Positive Linking: how networks can revolutionise the world*. London: Faber & Faber.
23. Please see the RSA's Connected Communities work: www.thersa.org/action-research-centre/community-and-public-services/connected-communities
24. Please see the RSA's Recovery work: www.thersa.org/action-research-centre/community-and-public-services/recovery/whole-person-recovery
25. Granfield, R. and Cloud, W. (2001). Op cit.
26. See for example 'How and why people stop offending: Discovering desistance' *IRISS Insights*, no.15, April 2012, but see also Maruna, S. (2001) *Making good: How ex-convicts reform and rebuild their lives*. Washington DC: American Psychological Association Books.

27. See for example the recovery mapping process used by the RSA: www.thersa.org/action-research-centre/reports/socialchange/whole-person-recovery
28. Griffiths, S., Kippin, H. and Stoker, G. (eds) (2013). *Public Services: a new reform agenda*. London: Bloomsbury.
29. Sacks S., Chaple M., Sacks J.Y. et al. 'Randomised trial of a reentry modified therapeutic community for offenders with co-occurring disorders: Crime outcomes'. *Journal of Substance Abuse Treatment* 2012, Vol.42, Issue 3, pp. 247–259.

About the RSA

The RSA (Royal Society for the encouragement of Arts, Manufactures and Commerce) is an enlightenment organisation committed to finding innovative practical solutions to today's social challenges. Through its ideas, research and 27,000-strong Fellowship it seeks to understand and enhance human capability so we can close the gap between today's reality and people's hopes for a better world.

www.thersa.org

About Transitions

The project seeks to find new approaches to reducing reoffending by unlocking physical and social assets linked to prisons. The RSA published *Transitions*, its vision for a 21st century prison in 2011. This included the development of 'Transitions Parks' through bringing back to life unused assets – buildings and land – owned by the Ministry of Justice (MoJ). The RSA is now working with a public prison in testing this proposal.

For more information about the project please visit: www.thersa.org/transitions

or contact the Transitions team on 01430 425406
or administrator.transitions@rsa.org.uk

HMP Humber

HMP Humber is a male resettlement public sector prison in East Yorkshire that provides services for up to 1,062 Category C and D prisoners at any one time. It releases around 1,200 people each year. It is a 'new' prison resulting from the merger of HMPs Everthorpe and Wolds in 2013 and is situated on an MoJ-owned site that includes a small community of around 80 households alongside 45-acres of land, a manor house, farm and storage buildings which have been largely unused for over a decade.



8 John Adam Street
London WC2N 6EZ
+44 (0)20 7930 5115

Registered as a charity
in England and Wales
no. 212424

Copyright © RSA 2014

www.thersa.org

Design by Soapbox
www.soapbox.co.uk